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Lake Elsinore

GENERAL PLAN

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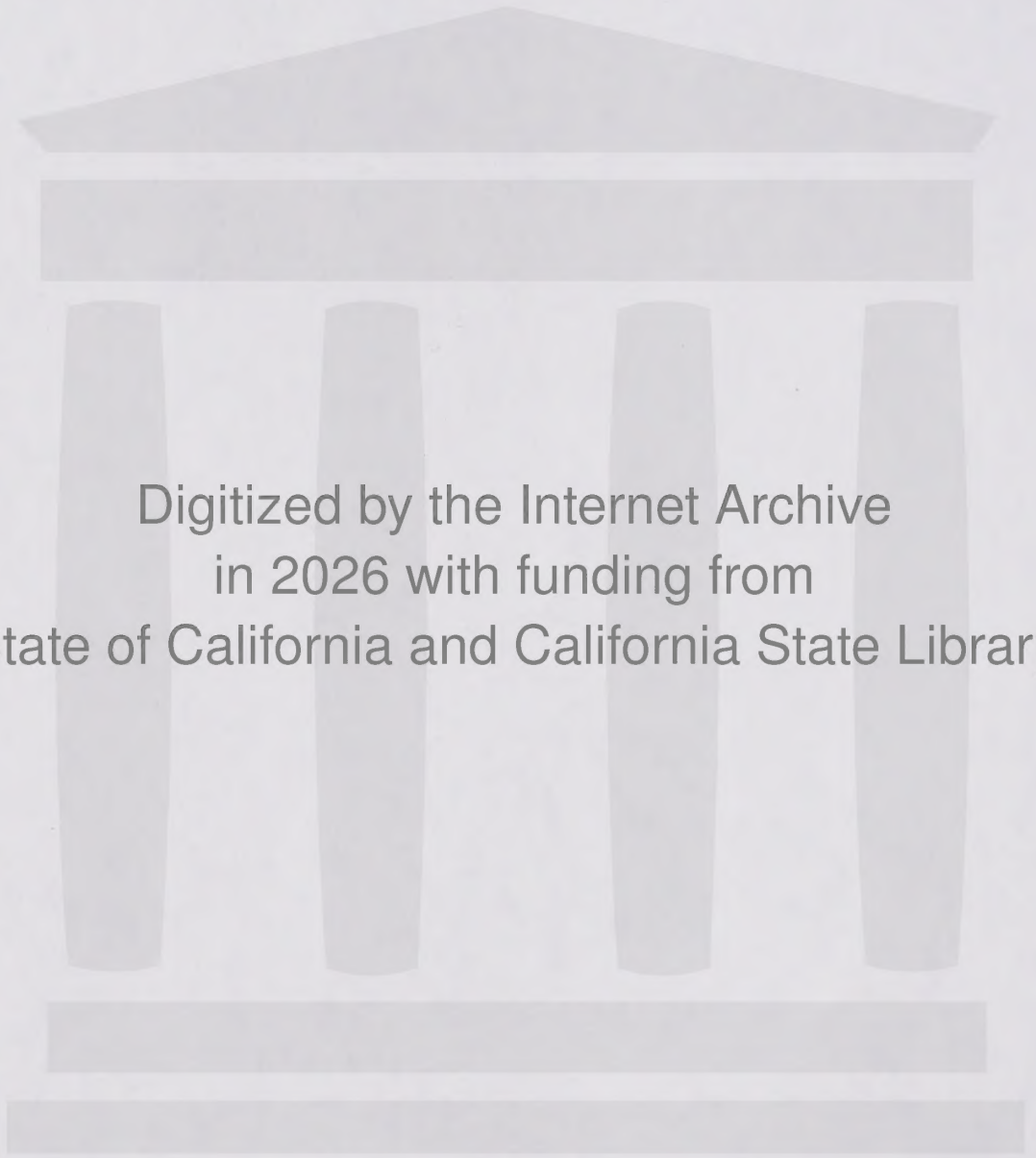

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CITY OF
LAKE ELSINORE GENERAL PLAN

CITY OF LAKE ELSINORE
130 South Main Street
Lake Elsinore, California 92530
(909) 674-3124

Adopted November 27, 1990
Reprinted: March 1995

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APPROVED
3-14-95

CITY OF LAKE ELSINORE
GENERAL PLAN

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Prepared with the Assistance of:

Phillips, Brandt, Reddick, Inc.
Wilbur Smith Associates, Inc.
Robert Bein, William Frost and Associates
Mestre-Greve Associates
Castañeda and Associates

LAKE ELSINORE GENERAL PLAN
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Introduction

I. INTRODUCTION

A. OVERVIEW

The City of Lake Elsinore is undergoing a transition from a small, semi-rural recreation town to an urbanized community. The city is situated within Riverside County, which is the fastest growing county in the state as of January 1, 1990.[1] In recent years, Riverside County has experienced an influx of residents from Orange and Los Angeles counties, and to a lesser degree, from San Diego County. As a result of the completion of Interstate 15, comparatively lower real estate costs, and the attraction of the lake, the Lake Elsinore area is a prime target for growth.

The City of Lake Elsinore was incorporated in 1883 and is the oldest city in Riverside County. The city is located approximately 22 miles southeast of Corona, 73 miles east of Los Angeles, and 74 miles north of San Diego (Exhibit I-1). The community is bounded by the Cleveland National Forest on the south, the San Jacinto Mountains on the north, the Temescal Valley on the west, and the Sedco Hills on the east. The natural landforms, the lake, and scenic beauty of this region are major attractions to both residents and visitors. Access to Lake Elsinore is possible through two highway corridors: Interstate 15 (I-15) and State Route 74 (SR-74), also known as Ortega Highway.

The population of Lake Elsinore has surged 170 percent since 1980 to an estimated 15,971 residents.[2] Population growth has occurred from both development within the city and the annexation of residential uses. The majority of citizens are year-round residents. During the summer months and holidays, the community experiences a weekend influx of 5,000 to 10,000 tourists primarily seeking lake-oriented recreation. Recreational opportunities such as camping, horseback riding, hiking, and water sports, including fishing, boating, and waterskiing, continue to bolster city growth. The State of California owns and maintains Lake Elsinore which covers over 3,000 acres in the central part of the city and provides for most of the recreational opportunities.

The city is approximately 35 square miles with a sphere of influence covering over 82 square miles of largely undeveloped

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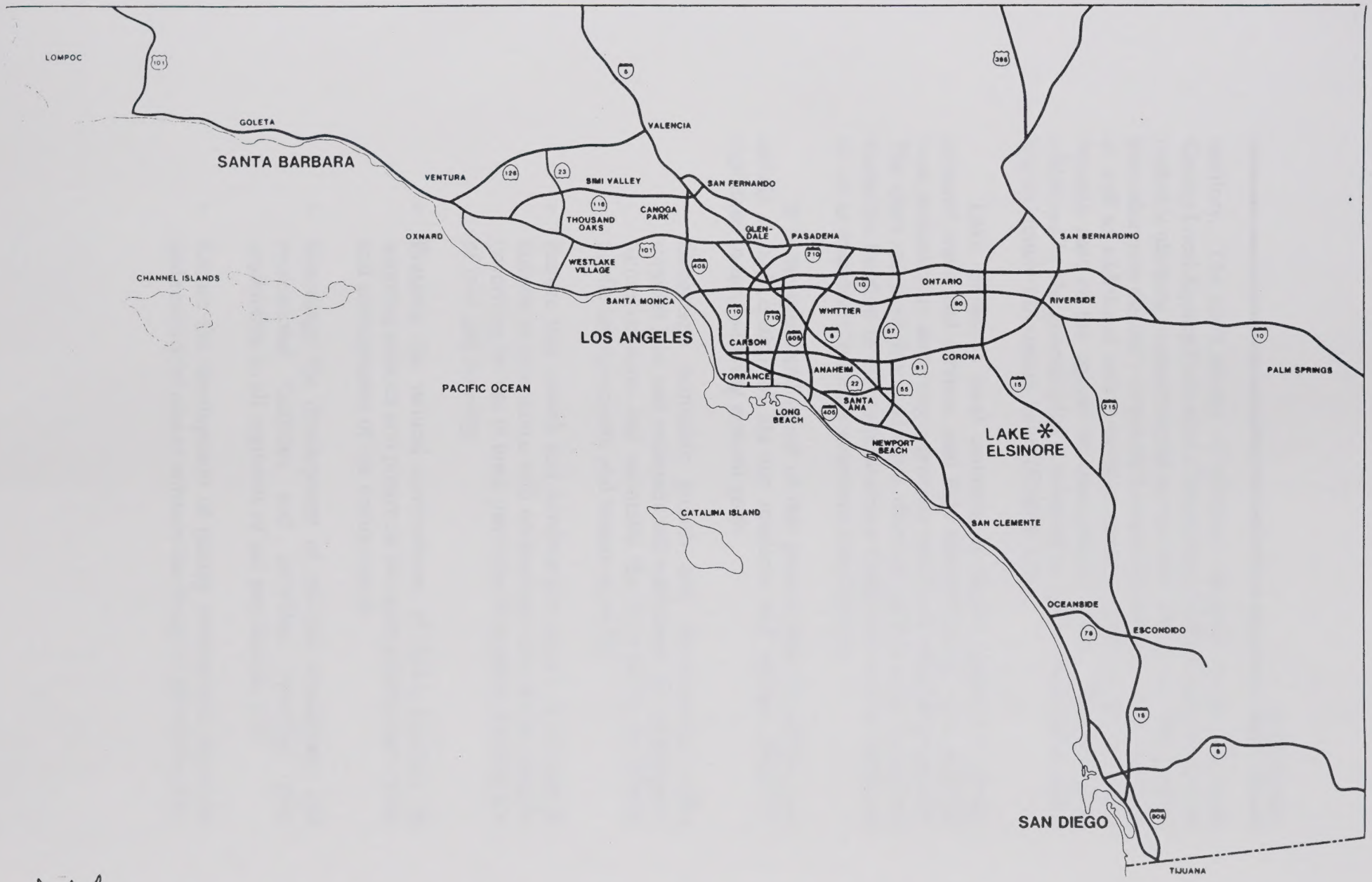
1 State Department of Finance, Demographic Research Unit, Population Estimates for California State and Counties, January 1990.

2 State Department of Finance, Demographic Research Unit, Annual Population Estimates for January 1, 1990.



Regional Study Area
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT I-1

territory. The city's sphere of influence, adopted by the Riverside County Local Agency Formation Commission (LAFCO), represents the probable ultimate boundaries and service area of the city. The general plan addresses the city's corporate boundaries, the sphere of influence, as well as additional unincorporated territory that may in the future become part of the sphere or incorporated area. The total area addressed by the general plan is referred to as the Study Area and is approximately 118 square miles (Exhibit I-2).

Lake Elsinore's local economy is largely based on tourist-oriented trade and services, and light manufacturing. The city has been successful in attracting a growing retail and office base as well. The city's relatively low land costs, diversely skilled labor force, and accessible location to all major southern California markets continue to act as incentives to future economic development.

It is the spirit and intent of this general plan to achieve and sustain a high quality of life for residents and visitors, which is expressed in the following general goals:

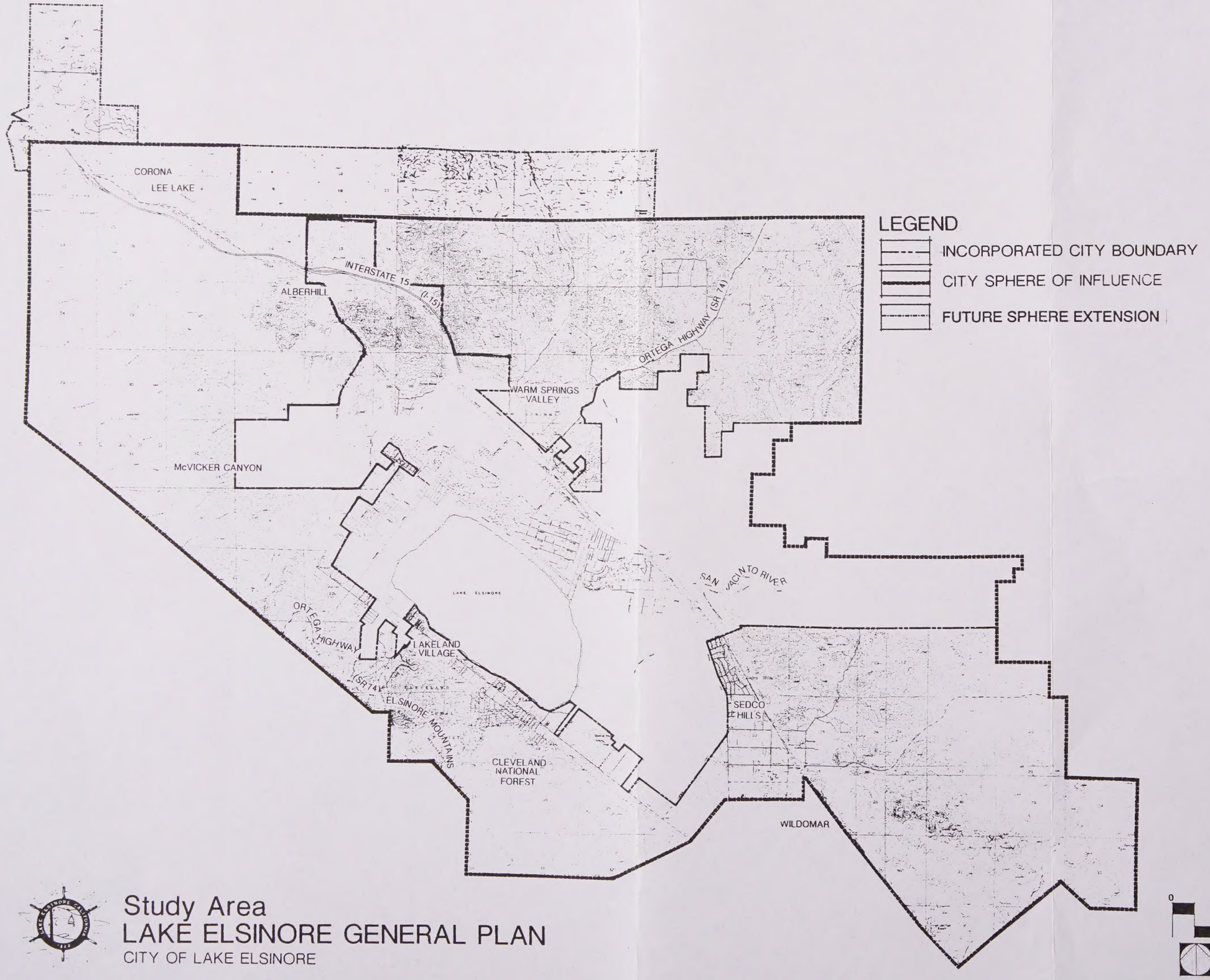
- Encourage economic growth and development which supplies jobs and economic self-sufficiency for existing and future residents and maintains the city's ability to finance public improvements and human services;

- Ensure that growth and development occurs in an orderly fashion in accordance with adopted policies and procedures governing the use of land, provision of services, and balance of jobs and housing;

- Preserve the natural environment of Lake Elsinore by adopting policies and programs for open space preservation and management of the environment;

- Encourage the development of cultural, educational and recreational facilities and activities, ensuring their availability to all segments of the population; and

- Ensure the development of quality commercial, industrial and residential uses to enhance the image of the community.



Study Area
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT I-2

B. PURPOSE OF THE GENERAL PLAN

A general plan is an officially adopted statement of local policy concerning a community's long-term development. A general plan is a city's statement of its vision for its own future. This vision of the future is a compilation of basic community values, ideals, and aspirations as to how the city's natural and man-made environments should be organized and managed.

The general plan functions as a guide for local government decisionmakers as well as the development community with respect to future land use and development. The plan expresses, in report and map form, the organization of physical, economic, and recreational activities sought by the community to create and maintain a functional, healthful, and desirable place in which to live. The plan is thus a tool for the management of resources and future development and is the foundation upon which all land use decisions are based.

The major purposes of this general plan are:

- To articulate goals and objectives for the future physical development of the city of Lake Elsinore;
- To define public policies and guide decisionmaking to attain community goals; and,
- To provide the basis for informed decisionmaking and to establish a foundation for subsequent planning efforts such as the preparation of specific plans.

As Lake Elsinore continues to develop and expand its corporate boundaries, the general plan will direct the distribution of future land use, both public and private. The general plan will also provide policy direction for the wise management of natural resources, the provision of adequate housing and efficient transportation, the provision of adequate urban services, as well as address safety issues within the community.

1. LEGAL AUTHORITY AND REQUIREMENTS

State Law (Section 65300) requires each city to adopt a comprehensive, long term and internally consistent general plan for the physical development of the city and any land outside the city's boundaries which is felt to bear relation to the city's planning. The

state requires cities to adopt general plans based on the belief that the future growth of the state is determined largely through local actions.

State policies pertaining to general plans can be summarized as follows:

- To improve the quality of life in California by preserving and using the resources of the land in economically and socially desirable ways. (Adapted from Government Code Section 65030.)

- To maintain, improve, and enhance the quality of air, water, and land according to state and national standards and local needs. (Adapted from Public Resources Code Sections 21000 et seq.)

- To ensure the provision of "decent housing and a suitable living environment for every California family." (Adapted from Health and Safety Code Section 37112 and Government Code Section 65580(a).)

- To conserve water, air and energy by considering the effect of future development on these resources and by encouraging new development which uses public facilities currently available and minimizes the need to travel. (Adapted from Public Resources Code Section 21001.)

- To provide transportation facilities and services that are adequate and efficient and that significantly reduce hazards to human life, pollution, noise, disruption of community organization, and damage to the natural environment. (Adapted from Government Code Section 14000.)

- To identify and reduce hazards to health and property from natural and man-made conditions, including floods, fires, landslides, soil erosion, seismic activity, airplane crashes, excessive noise, hazardous wastes, and congested and unsanitary living conditions. (Adapted from Water Section Code 8401, Government Code Section 26215, Public Utility Code Section 21670, and Health and Safety Code Sections 25101, 33071, and 37121.)

- To use reasonable and practical means in carrying out the general plan so that it will serve as a pattern and guide for orderly physical development and the preservation and

conservation of open space land and as a basis for the efficient expenditure of public funds. (Adapted from Government Code Section 65400(a).)

- To ensure that land use decisions are made with full knowledge of the long- and short-term economic and fiscal implications, as well as environmental effects. (Adapted from Government Code Section 65030.2.)

The Study Area for the Lake Elsinore General Plan as noted above, includes the incorporated City of Lake Elsinore, its adopted sphere of influence, and additional unincorporated areas which influence city planning and future development. The Study Area provides a reasonable measure of the city's present region of interest. The goals, objectives, policies and implementation programs of the general plan are enforceable only in the city of Lake Elsinore. However, the city intends to utilize the general plan to review proposed development within the sphere of influence and to evaluate annexation proposals.

The planning horizon for the Lake Elsinore General Plan extends from 1990-2010 or 20 years. However, the general plan should be reviewed regularly, and revised as new information becomes available and as community needs and values change. State law requires the Housing Element to be updated every five years. A detailed discussion of the general plan amendment procedures is provided in a separate section of the Introduction.

Since all elements of the general plan have equal stature, no element may supersede another element. Therefore, as required by Government Code 65300.5, the general plan must comprise an integrated, internally consistent, and compatible statement of policies and objectives for the adopting agency. Each element's data, analysis, goals, policies and implementation programs within the Lake Elsinore General Plan are consistent and complement one another.

2. RELATIONSHIP TO OTHER PLANNING DOCUMENTS

In order to link the long-range comprehensive planning of the general plan to the day-to-day actions of the city, the state requires consistency of certain local actions with the general plan. Some state statutes which do not mandate consistency with the general plan, still require findings or a report on whether proposed actions conform to the general plan. The state considers an action, program, or project to be consistent with the general plan if it furthers the objectives and

policies of the general plan and does not obstruct the attainment of these objectives and policies.

Following is a list of provisions in state law that require local actions and documents to be consistent with the general plan.

a. Zoning

Government Code Section 65860 requires that the zoning ordinances of general law cities be consistent with the general plan. The city of Lake Elsinore is a general law city.

b. Subdivisions

Government Code Sections 66473.5 and 66474 require that subdivision and parcel map approvals in all jurisdictions be consistent with the general plan.

c. Reservations of Land With Subdivisions

Government Code Section 66479 requires that reservations of land for parks, recreational facilities, fire stations, libraries, and other public uses within a subdivision conform to the general plan.

d. Open Space

Government Code Section 65566 requires that acquisition, disposal, restriction, or regulation of open space land by a city or county be consistent with the Open Space Element of the general plan.

Government Code Section 65567 prohibits the issuance of building permits, approval of subdivision maps, and adoption of open space zoning ordinances that are inconsistent with the Open Space Element of the general plan.

Government Code Section 65910 requires that every city and county adopt open space provisions in their zoning ordinances consistent with the Open Space Element of the general plan.

Government Code Section 51084 requires cities and counties accepting or approving an open space easement to make a finding that preservation of the open space land is consistent with the general plan.

e. Capital Improvements

Government Code Sections 65401 and 65402 require a review and report on the consistency of proposed city, county, and special district capital projects, including land acquisition and disposal, with the general plan.

f. Development Agreements

Government Code Section 65867.5 requires that development agreements between developers and local governments be consistent with the general plan.

g. Special Housing Programs

Health and Safety Code Section 50689.5 requires that housing and housing programs developed under Health and Safety Code Sections 50680 et seq. for the developmentally disabled, mentally disordered, and physically disabled be consistent with the Housing Element of the general plan.

h. Parking Authority Projects

Street and Highway Code Section 32503 requires that parking authorities, in planning and locating any parking facility, are "subject to the relationship of the facility to any officially adopted master plan or sections of such master plan for the development of the area in which the authority functions to the same extent as if it were a private entity." The location of a parking facility, therefore, must be consistent with the general plan.

i. Project Review Under CEQA

Title 14, California Administrative Code Section 15080 requires examination of projects subject to the provisions of the California Environmental Quality Act for consistency with the general plan.

j. Mineral Resources

Public Resources Code Section 2763 requires that city and county land use decisions affecting areas with minerals of regional or statewide significance be consistent with mineral resource management policies in the general plan.

k. Transmission Lines

Public Utilities Code Section 12808.5 requires cities and counties approving electrical transmission and distribution lines of municipal utility districts to make a finding concerning the consistency of the lines with the general plan.

l. Hazardous Waste Management

Chapter 1504 of the Statutes of 1986 (Tanner Bill) requires each county to prepare a county-wide hazardous waste management plan. Each county plan is then to be incorporated into the general plans of all cities within the county's jurisdiction.

3. ENVIRONMENTAL ASSESSMENT

The California Environmental Quality Act (CEQA) requires that environmental issues related to the adoption of a general plan be addressed whether in the general plan itself or through the preparation of an Environmental Impact Report (EIR). As defined by Section 15206 of the State CEQA Guidelines, a proposed general plan shall be considered as a project of statewide, regional, or areawide significance and shall be subject to review by state agencies if it requires the preparation of an EIR. Pursuant to CEQA, an EIR was prepared for the 1990 Lake Elsinore General Plan which is under separate cover.

C. GENERAL PLAN DOCUMENT ORGANIZATION

Section 65302 of the California Government Code requires that a general plan contain the following seven elements:

- Land Use Element
- Circulation Element
- Housing Element
- Conservation Element

- Open Space Element
- Noise Element
- Safety Element

Although inclusion of each of these elements is mandatory, they may be combined at the discretion of the city as long as the city complies with all requirements governing the content and adoption of mandatory elements. Moreover, California Government Code Section 65303 provides local governments with the option to adopt other elements which relate to the physical development of the city as deemed appropriate. The city of Lake Elsinore has elected to include a Parks and Recreation Element and Community Design Element within the general plan. The city has also elected to include the discussion of water and wastewater services, solid waste management, emergency preparedness, crime prevention services, and school and library facilities within the Public Safety and Urban Services Element, although not mandated by State law.

Each element includes a discussion of existing conditions and relevant issues within the Study Area. Each element also analyzes impacts associated with buildout of the general plan and evaluates possible methods of accommodating and regulating the anticipated growth. The general plan identifies goals, objectives, policies and implementation measures for each element, as well as establishes procedures to govern public decisions and private actions within the city.

Goals, stated in broad terms, represent a constant challenge or endeavor for city decisionmakers. In the general plan, goals represent community values in terms of the quality of life wanted for the city. Objectives are attainable by the city. Objectives more specifically address city issues and are the basis for establishing city policies. Policies are action-oriented statements, which are intended to achieve city objectives. Implementation measures are specific actions, procedures, or programs that may be undertaken by the city to carry out public policy.

The general plan is divided into nine major sections. Appendices are available under separate cover which contain technical background reports and the Final EIR.

The nine major sections of the general plan include:

Introduction: Describes the purpose and organization of the general plan.

Land Use Element: Establishes the framework for the principal development within the Study Area. The element describes existing land use characteristics and development patterns. It contains general development standards and guidelines for regulating future development, and defines the general location and development intensity for a variety of land uses in the planning Study Area.

Circulation Element: Establishes the transportation network needed to support the travel demands of existing and future land uses provided in the Land Use Element, at desired levels of service. The element evaluates the existing transportation network, projects future traffic volumes, and contains plans for the general location and classification of proposed transportation routes.

Housing Element: Defines local housing problems and needs and identifies necessary mitigation measures and improvements. The goal of this element is to aid in providing decent housing and suitable living environments for each family in the community (in accordance with the Government Code Section 65580 and the Health and Safety Code Section 37112).

Open Space/Conservation Element: Identifies natural and man-made resources within the city, as well as establishes policies and implementation programs to encourage the conservation, protection, and proper management of these resources.

Noise Element: Identifies noise sensitive land uses and noise sources, and defines areas of noise impact for the purpose of developing programs to ensure that Lake Elsinore residents will be protected from excessive noise intrusion.

Parks and Recreation Element: Is intended to identify both existing and future parks, and other recreational resources in the city and sphere area. The element also recommends ways in which these resources should be preserved, enhanced, or expanded. This element is to be used as a guide for the acquisition and development of a city-wide system of parks and recreation areas.

Public Safety and Urban Services Element: Documents potential hazards that must be considered in planning the location, type, and density of development. This element also provides information on the ability of the city and other service

providers to offer services and operate facilities at acceptable standards. The element discusses services and facilities such as fire protection, water supply, geologic and seismic hazards, as well as school and library facilities.

Community Design Element: Addresses the design features of Lake Elsinore that contribute to the community's image and perceived "quality of life." The overall intent of this element is to establish a framework for public and private sector decision-making with respect to the overall community quality and character.

D. THE GENERAL PLAN PROCESS

1. PREPARATION PROCESS

The Lake Elsinore General Plan is the product of a team effort involving the citizens of Lake Elsinore, the City Council and Planning Commission, city staff, and a multidisciplinary team of consultants. The first step in the preparation of the general plan was to establish a clear understanding of community concerns and analyze the issues and existing conditions that would shape the city's future. Next, goals and objectives were formulated which represent the community's values and establish the direction for growth and development. Alternative land use plans were then developed and evaluated by the team and a preferred land use plan was selected. Finally, policies and implementation programs were formulated for each element to respond to the issues and provide direction for achieving the city's long-term goals.

a. Community Participation

Community input has been an integral part of preparing the Lake Elsinore General Plan. Citizen participation in the process was essential to the identification of community values and goals, which served as the foundation of the plan. Prior to formal initiation of the general plan revision effort, the City Council appointed a fourteen-member General Plan Advisory Committee (GPAC) to review, comment and provide input throughout the process. A total of nine GPAC workshops were held. GPAC members were asked to participate in the identification of issues, formulation of goals and objectives, and development of policies and programs. Several GPAC meetings focused exclusively on

the evaluation of land use alternatives and the selection of a preferred land use plan. The GPAC members contributed significantly to the general plan preparation process.

In addition to the GPAC meetings, the city conducted five Town Hall meetings. The Town Hall meetings were designed as a forum for public review and discussion of the general plan work effort. At the first Town Hall meeting, the general plan process was presented, community issues were addressed, draft goals and objectives were reviewed, and land use alternatives were evaluated. The focus of the second Town Hall meeting was the Land Use Plan, existing traffic conditions, and the proposed circulation plan needed to support future development. Both Town Hall meetings were attended by approximately 70 people, including city residents, residents within the sphere of influence, and other interested landowners. The last three Town Hall meetings were held following the completion and distribution of the draft general plan and draft EIR. Dozens of questions were responded to at the Town Hall meetings, and recommendations were reviewed and evaluated during preparation of the final general plan and accompanying EIR.

b. Land Use Alternatives

Three alternative scenarios for the buildout of the city of Lake Elsinore and sphere of influence were examined during the preparation of the general plan. Conceptual land use plans were prepared which designated the general distribution, location, and extent of housing, business, industry, open space, public facilities, and other public and private land uses. The land use alternatives were used to help establish priorities between competing community values and to determine the long-term direction desired for future growth and development. The land use alternatives were analyzed and evaluated in terms of environmental constraints, social and economic factors, urban design, infrastructure availability, and the stated goals and objectives of the general plan. Based on substantial community input, as well as city staff and consultant evaluation, a composite land use plan was derived. This land use plan served as the basis for preparing the elements of the Lake Elsinore General Plan.

2. GENERAL PLAN IMPLEMENTATION

The city of Lake Elsinore has numerous tools available to implement the adopted goals and objectives of the general plan. The policies for each element are the specific actions to be taken by the city in an effort to achieve the goals and objectives. Furthermore, within each element is an Implementation Program which contains a range of options for carrying out city policies. The implementation measures are derived from the city's corporate and police powers granted by state law. The adoption of a zoning ordinance, for example, is the city's principal instrument for implementing the general plan and is derived from the police power given to the city. The ordinance regulates land use by dividing the city into zones and specifying permitted uses, allowable development intensities, minimum lot size, building height and setback limits, and other development parameters within each land use zone.

Other implementation measures derived from the city's police power include the city's power to regulate subdivisions, to adopt specific plans, to enforce building and housing codes, to establish park dedication requirements, and to utilize environmental and design review procedures when considering development proposals.

Corporate power is the authority to collect money through bonds, fees, assessments, and taxes. Furthermore, corporate power enables the city to spend such revenues on facilities and services including the construction of streets, water and sewer facilities, the acquisition and development of parkland, the acquisition of sites for low-income housing, and the acquisition of land for permanent open space. Specific implementation measures derived from the city's corporate and police powers are incorporated into the general plan.

3. GENERAL PLAN AMENDMENT PROCEDURE

The Lake Elsinore General Plan is a dynamic document because it is based on community values and an understanding of existing and projected conditions and needs, all of which change continually. The State General Plan Guidelines, therefore, recommend that, "The entire plan, including the basic policies, should be thoroughly reviewed at least every five years and revised as necessary to reflect new conditions, local attitudes and political realities." Furthermore, state law requires local governments to "provide an annual report to the legislative body on the status of the plan and progress in its implementation" (Government Code Section 65400(b)).

Amendments to any one of the mandatory elements of the general plan are limited to four times in one calendar year (Government Code Section 65358(b)). This limitation does not apply to the following, which are relevant to Lake Elsinore:

a. Amendment of optional elements (Parks and Recreation Element, Community Design Element);

b. Amendments requested and necessary for affordable housing;

c. Amendments necessary to comply with a court decision involving the legal adequacy of the general plan; and,

d. Amendments after January 1, 1984 to bring a general plan into compliance with an airport land use plan.

Every general plan amendment must be consistent with the rest of the general plan and appropriate changes in other elements should be made to maintain consistency. An amendment to the general plan constitutes a "project" under the California Environmental Quality Act and therefore, the amendment must be evaluated for environmental impacts. The procedures for amending the general plan are outlined in Government Code Section 65350 et seq.

Goals, Objectives and Policies

II. GOALS, OBJECTIVES, POLICIES

LAND USE ELEMENT

GOAL 1.0	**To achieve the development of a well-balanced and functional mix of residential, commercial, industrial, open space, recreational and institutional land uses.**
OBJECTIVE 1.1	Encourage the development and maintenance of a broad range of housing types for all income groups and age categories.
Policy 1.1.1	The city shall encourage planned residential and/or planned unit developments, through the use of specific plans and zoning, that promote innovative site design; preserve natural features; and provide open space, recreational facilities, and other amenities and facilities.
Policy 1.1.2	The city shall utilize a density bonus concept to encourage redevelopment and rehabilitation and the provision of affordable housing.
Policy 1.1.3	The city shall evaluate land use compatibility, noise, traffic and other environmental hazards when making residential and land use decisions.
Policy 1.1.4	The city shall establish a wide range of infill development incentives and designate appropriate areas within the city to apply to such incentives.
OBJECTIVE 1.2	Encourage the development of commercial land uses and the revitalization of existing commercial uses that strengthen the city's economic base and offer a range of enterprises that serve the needs of residents and visitors.
Policy 1.2.1	The city shall evaluate the need for day-to-day shopping, which includes convenience goods,

food and personal services, when residential land use decisions are made.

Policy 1.2.2 The city shall encourage the location of new neighborhood commercial uses in consolidated centers served by major traffic ways.

Policy 1.2.3 The city shall allow specialty commercial, high activity land uses within specific areas along the lake perimeter.

Policy 1.2.4 The city shall encourage revitalization of the Historic Elsinore Downtown Area.

OBJECTIVE 1.3 Encourage industrial land uses to diversify Lake Elsinore's economic base.

Policy 1.3.1 The city shall encourage the location and development of industrial, manufacturing and office uses along the I-15 corridor.

Policy 1.3.2 The city shall establish business park development standards that provide for a compatible mix of office, light industrial/assembly, research and development and service use.

Policy 1.3.3 The city shall utilize those tools available to public agencies to assist the private sector in the development of projects which will increase employment opportunities within the city.

OBJECTIVE 1.4 Provide for open space and recreational land uses to meet the needs of the community.

Policy 1.4.1 The city shall require the dedication of open space and parkland and encourage private open space and other recreational amenities within proposed development.

Policy 1.4.2 The city shall require private parkland and private open space areas to be operated and

maintained by the landowner, a homeowner's association or other private entity.

OBJECTIVE 1.5 Provide for institutional land uses to meet the social, economic, cultural, spiritual and educational needs of the residents.

Policy 1.5.1 The city shall provide zoning provisions allowing institutional land uses including publicly owned facilities and schools, churches, synagogues, hospitals, and medical centers.

OBJECTIVE 1.6 Encourage a jobs-to-housing balance of one job for every .82 households by the year 2010.

Policy 1.6.1 The city shall periodically review and update the land use plan to strive to achieve and maintain the desired balance between employment and housing opportunities.

GOAL 2.0 To maintain the city's role as a year-round resort destination.

OBJECTIVE 2.1 Provide for new development around the lake that offers increased recreational activities for residents and tourists.

Policy 2.1.1 The city shall participate in the implementation of the Lake Elsinore Management Project.

Policy 2.1.2 The city shall utilize the specific plan concept around the lake to guide and encourage recreational uses including golf courses, parks, marinas, trails, and beaches.

Policy 2.1.3 The city shall study the feasibility of developing and promoting the geothermal resources in the downtown area for recreational/tourism activity.

OBJECTIVE 2.2 Ensure that new development provides open space, parkland, and amenities that contribute

to a high quality of life for residents and tourists.

Policy 2.2.1 — The city shall require that specific plans include design guidelines for architecture, landscape architecture, site planning and streetscapes.

Policy 2.2.2 — The city shall evaluate the provision of public access to the lake and open space areas when making land use decisions.

GOAL 3.0 — **To achieve a physical environment in which development of the land respects the city's natural environment.**

OBJECTIVE 3.1 — Ensure the consideration of environmental and geologic features in the planning process.

Policy 3.1.1 — The city shall use the specific plan as a tool to examine and plan closely for environmental features.

Policy 3.1.2 — The city shall establish hillside grading standards that naturalize the effects of grading, require preservation of unique natural features and encourage a broad range of hillside architectural and site planning solutions.

Policy 3.1.3 — The city shall consider public views of the lake as a standard development evaluation criteria.

Policy 3.1.4 — The city shall utilize the information provided by the computerized Geographic Information System (GIS) in reviewing and preparing plans for new development.

OBJECTIVE 3.2 — Require physical and visual buffers between land uses characterized by differing functions and density to ensure land use compatibility.

Policy 3.2.1 The city shall require parcels developed for commercial or industrial use to incorporate buffers which minimize the impacts of noise, light, visibility of activity and vehicular traffic on residential uses.

Policy 3.2.2 The city shall require that onsite lighting be located so that only the intended area is illuminated, offsite glare is minimized, and safety is provided.

GOAL 4.0 To provide infrastructure and services to support existing and future land uses.

OBJECTIVE 4.1 Ensure that impacts on infrastructure from new development do not exceed the city's ability to provide essential facilities and services; and plan for the correction of existing infrastructure and service deficiencies.

Policy 4.1.1 The city shall develop five-year capital improvement programs for the improvement of existing public facilities and development of new facilities.

Policy 4.1.2 The city shall establish benefit assessment districts where appropriate for installation and maintenance of sewer, water and flood control facilities and road improvements.

Policy 4.1.3 The city shall continue to require that development proposals be fully responsible for meeting public facilities and services requirements.

OPEN SPACE/CONSERVATION ELEMENT

GOAL 1.0 To identify, protect and conserve natural resources.

OBJECTIVE 1.1 Preserve important biological habitats and protect plant and animal species of concern.

OBJECTIVE 2.1 Promote land use patterns that reduce daily automotive trips and reduce trip distance for work, shopping, school and recreation.

Policy 2.1.1 The city shall locate new neighborhood commercial facilities close to the residential areas served to increase pedestrian and bikeway travel.

Policy 2.1.2 The city shall encourage office, industrial and commercial development to improve the jobs-to-housing balance in the region and reduce the length of home-to-work trips by local residents.

Policy 2.1.3 The city shall encourage the financing and construction of park-and-ride facilities.

OBJECTIVE 2.2 Reduce air pollutant emissions.

Policy 2.2.1 The city shall cooperate with and facilitate the efforts of the California Air Resources Board, the South Coast Air Quality Management District, Southern California Association of Governments and the County of Riverside to establish and implement regional air quality control measures.

Policy 2.2.2 The city shall carefully consider the location of manufacturing and extraction facilities with potential air pollution impacts as part of the development review process.

GOAL 3.0 To prevent the loss of significant historical and cultural resources.

OBJECTIVE 3.1 Identify and promote the preservation and conservation of paleontological and archaeological sites.

Policy 3.1.1 The city shall require sites proposed for future development to be evaluated through a literature search or survey by certified archaeologists and/or paleontologists in

accordance with the California Environmental Quality Act.

Policy 3.1.2 — The city shall establish a method by which either the preservation of identified archaeological sites or the professional retrieval of artifacts occur prior to development of the site.

OBJECTIVE 3.2 — Assure the recognition of the city's heritage through preservation of the city's significant historical sites and structures.

Policy 3.2.1 — The city shall consider acquisition and preservation of historic buildings for public facility uses.

Policy 3.2.2 — The city shall support the rehabilitation, reuse and maintenance of significant architectural, historical and cultural buildings.

GOAL 4.0 — **To identify and preserve open space areas for public safety, recreation, scenic quality and preservation of natural resources.**

OBJECTIVE 4.1 — Preserve quality public views of the lake and ridgelines.

Policy 4.1.1 — The city shall identify significant viewsheds associated with proposed projects that may be preserved through appropriate grading, site design and building techniques.

Policy 4.1.2 — The city shall pursue the dedication of open space in hillside development proposals that offer view opportunities from transportation corridors and surrounding development.

Policy 4.1.3 — The city shall seek from new development the incorporation of views from roadways and other public spaces to provide residents and tourists with scenic vistas to the water, marinas and lakeshore activities.

OBJECTIVE 4.2	Promote the establishment of permanent open space areas and the preservation of significant physiographic features.
Policy 4.2.1	The city shall encourage the preservation of watercourses, steep canyons, major ridgelines and rock outcroppings.
Policy 4.2.2	The city shall work with county, state and federal agencies to acquire significant habitat areas for permanent open space including riparian areas along the San Jacinto River and Temescal Wash.
Policy 4.2.3	The city shall ensure that passive and active open space uses are incorporated into the development of specific plan areas.
Policy 4.2.4	The city shall establish a plan for a trail network to public open space areas intended for active or passive use.
Policy 4.2.5	The city shall encourage the use of clustered development and other site planning techniques to maximize the preservation of open space.
GOAL 5.0	**To encourage the conservation and efficient production of lands with mineral deposits.**
OBJECTIVE 5.1	To the extent consistent with other land use goals and objectives and where compatible with neighboring land uses, protect the viability of resource production in state-designated, regionally significant resource areas.
Policy 5.1.1	The city shall evaluate development that would preclude or threaten potential mineral extraction, particularly in areas designated as regionally or state significant consistent with state guidelines.
Policy 5.1.2	The city shall encourage industries to locate in Lake Elsinore that will take advantage of

the resources in the area, including clay, sand, and gravel.

Policy 5.1.3 — Mineral resource extraction should be performed in areas designated as containing significant mineral deposits, but where appropriate and consistent with other objectives and goals of the general plan, such areas may be appropriately developed for residential, commercial, or other approved uses.

OBJECTIVE 5.2 — Control the extraction of mineral resources to ensure minimal disturbance to the environment and surrounding land uses.

Policy 5.2.1 — The city shall review proposed mining operations and require reclamation plans for mining sites to ensure mitigation of identified environmental impacts, especially pertaining to water quality, habitat preservation, traffic, noise and visual impacts.

GOAL 6.0 — **To identify, protect and preserve prime agricultural land from premature conversion to urbanized areas.**

OBJECTIVE 6.1 — Encourage continued production of prime agricultural soils, groves and other agriculture activity.

Policy 6.1.1 — The city shall ensure land use policies and standards which protect viable agricultural uses and lands, particularly for lands in the sphere of influence to be annexed into the city.

GOAL 7.0 — **To protect against loss of soils from wind and water erosion.**

OBJECTIVE 7.1 — Control the loss of soils through the use of best management practices designed to mini-

mize erosion and sedimentation during grading and construction.

Policy 7.1.1 The city shall require grading and construction erosion, siltation and dust control plans to reduce potential short-term loss of exposed soils.

Policy 7.1.2 Erosion control landscape plans shall be required to provide for re-establishment of vegetation on exposed slopes.

PARKS AND RECREATION ELEMENT

GOAL 1.0 **To provide a range of recreational opportunities for all residents and visitors.**

OBJECTIVE 1.1 Provide a combination of local park acreage, park facilities and parks and recreation programs to serve the different needs of the community.

Policy 1.1.1 The city shall adopt a parks master plan for local and community parks, recreation facilities and city beaches.

Policy 1.1.2 The city shall pursue the funding of acquisition, development, maintenance of parkland and recreational program administration.

Policy 1.1.3 The city shall use park design and site development to enhance and preserve significant natural features, including riparian areas, rock outcroppings, ridgelines and viewpoints.

Policy 1.1.4 The city shall require developers of residential projects of greater than fifty dwelling units to dedicate land based on the park acre standard of five (5) acres to one thousand (1,000) population or the payment of in lieu fees.

Policy 1.1.5 The city shall pursue joint use of public lands and school facilities available and suitable for recreational purposes including land under the jurisdiction of other governmental and quasi-governmental agencies.

OBJECTIVE 1.2 Provide parkland and recreational opportunities to complement the tourist orientation of the community.

Policy 1.2.1 The city shall preserve and develop the city's public beach lands and recreational facilities to complement the state and county recreation system.

Policy 1.2.2 The city shall pursue the acquisition of Lake Elsinore from the State Department of Parks and Recreation and shall initiate cooperative agreements with the State for the use of beach land, the provision of concessions, recreation facilities, security patrol and the sharing of operation and maintenance costs.

OBJECTIVE 1.3 Encourage the development of private recreational facilities in Lake Elsinore.

Policy 1.3.1 The city shall encourage the development of private recreational facilities within residential and mixed use developments, with appropriate mechanisms to ensure that such facilities are properly maintained and that they remain available to residents in perpetuity.

Policy 1.3.2 The city shall consider amending its Resolution No. 89-44 to allow private park acreage to fulfill up to 25 percent of the public park dedication requirement for residential projects, when a private park complies with city public park standards.

OBJECTIVE 1.4 Establish a primary trail network of equestrian and hiking trails that interfaces with other trails (i.e., bikeways) and links city, County of

Riverside and state park and recreation facilities.

Policy 1.4.1 The City shall locate riding and hiking trails in appropriate areas identified as permanent open space, agricultural edges, development edges, public utility ROW's and easements, flood control channels, and areas designated for rural and estate density.

Policy 1.4.2 The City shall encourage the development of a trail system that will not create unsafe situations for users or residents of the City; motorized vehicles and cycles shall be prohibited from using the trail system.

Policy 1.4.3 The City shall encourage the location of equestrian boarding centers to provide easy access to the system, and shall require these centers to meet all minimum public health standards for food, shelter, and hygiene.

Policy 1.4.4 At the time of precise alignment studies, and in conjunction with the required environmental assessments, the City shall review trail proposals to determine the likelihood of potential impacts upon existing and planned development. Mitigation measures or alternatives will be implemented where appropriate and feasible.

Policy 1.4.5 The city shall adopt a trails master plan.

PUBLIC SAFETY AND URBAN SERVICES ELEMENT

GOAL 1.0 **To ensure a high level of public safety for the community.**

OBJECTIVE 1.1 Provide effective and cost-efficient police, fire and emergency medical service to the city to minimize potential injury, loss or destruction of persons and property and to provide a safe and secure environment for the city's residents and visitors.

Policy 1.1.1 The city shall strive to attain an ISO rating of "4" through the establishment of a fire prevention program, achieving standard response times and a staffing objective of one fireman per 1,000 persons.

Policy 1.1.2 The city shall ensure that new developments shall be approved only after it is determined that there is adequate water pressure to maintain the required fire flow. The city shall also work with the local water districts to achieve required pressure levels, where currently deficient, in the developed portions of the city.

Policy 1.1.3 The city shall coordinate with the County of Riverside and the California Forestry Division to minimize potential fire hazards in areas of special concern, including the Cleveland National Forest and areas served below the acceptable fire response time.

Policy 1.1.4 The city shall coordinate with the County of Riverside to provide police service aimed at a ratio of one and one-half police officers per 1,000 persons.

Policy 1.1.5 The city shall incorporate defensible space considerations in site building design to discourage crime and improve surveillance of property by police.

Policy 1.1.6 The city shall promote the establishment of neighborhood watch programs in conjunction with law enforcement agencies to encourage community participation in the surveillance of neighborhoods.

OBJECTIVE 1.2 Minimize the risk of loss of life, injury, property damage, and economic and social displacement due to seismic and geologic hazards resulting from earthquakes and geologic constraints.

Policy 1.2.1 The city shall ensure that seismic and geologic hazards are identified through the development review process, including the development of standards and requirements for critical land uses/facilities and geologically vulnerable areas.

Policy 1.2.2 The city shall require all new development projects to comply with the most recent Uniform Building Code seismic design standards.

Policy 1.2.3 The city shall establish programs when feasible to assist in the seismic upgrading of buildings to meet building and safety codes.

Policy 1.2.4 The city shall require that surface fault rupture hazards and potential secondary seismic shaking hazards (such as liquefaction, seismically induced settlement, or ground lurching) be geotechnically investigated wherever deemed necessary by the City Engineer based on state and local requirements, geologic constraints mapping or other relevant geologic data. Such investigations may cause alterations in the location of permitted land uses and/or modifications to their structural requirements.

OBJECTIVE 1.3 Minimize the risk of injury to residents and visitors and of property damage due to flooding.

Policy 1.3.1 The city shall pursue the construction of a levee and improvements to the inflow and outflow channels to reduce flood hazards.

Policy 1.3.2 The city shall request the U.S. Department of Housing and Urban Development Federal Insurance Administration to update the Flood Insurance Rate Maps (FIRM) for the city upon completion of the lake levee and improvements to the Temescal outflow channel.

Policy 1.3.3	The city shall require drainage improvements as a condition of project approval as deemed necessary by the City Engineer.
Policy 1.3.4	The city shall ensure that flooding hazards are evaluated during the development review process, including placement of restrictions on development within floodplain areas in accordance with FEMA requirements and consideration of potential Railroad Canyon Dam failure inundation impacts as required by the city's subdivision code.
OBJECTIVE 1.4	The city shall work towards reducing the level of risk to persons and property from hazardous waste within the city.
Policy 1.4.1	The city shall adopt a hazardous waste management plan that provides guidelines and standards for siting facilities, waste generation, treatment and disposal, and other land use criteria.
OBJECTIVE 1.5	Coordinate with the County of Riverside and other appropriate agencies to provide effective response to an emergency; minimize property damage in a disaster; and enhance citizen awareness of evacuation routes and actions to be taken in the event of an emergency through education.
Policy 1.5.1	The city shall maintain and update the Emergency Preparedness Plan programs to respond effectively to and recover from a hazardous event.
GOAL 2.0	**To ensure public infrastructure supports existing and future land uses.**
OBJECTIVE 2.1	Coordinate with the water districts to provide domestic water supplies and fire flow water requirements to meet existing and future demand.

Policy 2.1.1 The city shall continue to work with the EVMWD in establishing a reclaimed water distribution system within the service area to provide reclaimed water for irrigating landscaping along I-15 and potentially to irrigate future community and regional parks and golf courses.

Policy 2.1.2 The city shall, prior to the issuance of building permits, require landowners to demonstrate that adequate water capacity exists or will be provided to serve the proposed development.

Policy 2.1.3 The city shall provide the Elsinore Valley Municipal Water District and Elsinore Water District with periodic building activity reports and assist the districts in analyzing new capacity requirements to ensure availability and to avoid construction of excessive water capacity.

OBJECTIVE 2.2 Ensure that wastewater/sewer flows are accommodated and provide facilities to meet existing and future development.

Policy 2.2.1 The city shall, prior to the issuance of building permits, require landowners to demonstrate that wastewater/sewer flows will be accommodated for the proposed development.

Policy 2.2.2 The city shall provide the Elsinore Valley Municipal Water District and Elsinore Water District with periodic building activity reports and assist the districts in analyzing their capacity requirements to ensure wastewater/-sewer treatment facilities are available to accommodate proposed development.

OBJECTIVE 2.3 Coordinate with the County of Riverside in the establishment of a long-term solid waste management plan.

Policy 2.3.1 The city shall encourage the County of Riverside to provide and expand service for the collection, storage, transportation, recovery, and disposal of solid waste to meet the needs of the city.

OBJECTIVE 2.4 Coordinate planning and development proposals including general plan amendments, changes in land use classifications, development agreements, annexations, public financing and redevelopment proposals as well as applicable determinations of consistency with the general plan with the school district serving the planning area in an effort to assist the school district in providing school facilities to meet the needs of the community in a timely manner.

Policy 2.4.1 The city in considering general plan amendments, changes in land use classifications, development agreements, annexations, public financing and redevelopment proposals as well as applicable determinations of consistency with the general plan shall consider adequacy of school facilities or available means of financing school facilities to meet the needs and demands of new development proposed to be approved by the City of Lake Elsinore.

Policy 2.4.2 The city shall coordinate land use planning with planning, financing and construction of school facilities for development proposed for approval by the City of Lake Elsinore.

Policy 2.4.3 The city shall review proposed development in the context of adequacy of present and future required school facilities and seek to assist school districts in providing adequate school facilities and consider such needs relative to proposed general plan amendments, changes in land use classifications, development agreements, annexations and public financing and redevelopment proposals, as well as any

applicable determination of consistency with the general plan.

OBJECTIVE 2.5 Ensure that adequate electrical, natural gas and telecommunication systems are provided to meet the demand of new and existing development.

Policy 2.5.1 The city shall coordinate with the responsible agencies to provide for the continued maintenance, development, and expansion of electricity, natural gas and telecommunications systems to serve residents and businesses.

OBJECTIVE 2.6 Encourage the County of Riverside County/City Public Library System to provide sufficient library services and facilities.

Policy 2.6.1 The city shall continue to measure the impact of development on library services.

COMMUNITY DESIGN ELEMENT

GOAL 1.0 **To develop and reinforce an image of the city related to its regional and natural setting and its tourist orientation.**

OBJECTIVE 1.1 Encourage the preservation of the countryside retreat image.

Policy 1.1.1 The city shall develop landscape standards for new development that encourages an informal, "country" image.

Policy 1.1.2 The city shall identify opportunities to maintain open space features on developed property.

GOAL 2.0 **To preserve, strengthen, or develop the positive qualities of individual districts or neighborhoods and enhance their image and function.**

OBJECTIVE 2.1 Encourage new residential development to establish identifiable neighborhoods.

Policy 2.1.1 The city shall utilize the location of open space/recreational buffers, and distinctive streetscape designs to create strong neighborhood boundaries.

Policy 2.1.2 The city shall require the preparation of specific plans for large undeveloped areas to establish cohesive, identifiable neighborhoods.

Policy 2.1.3 The city shall establish standards for neighborhood entries and signage.

OBJECTIVE 2.2 Promote and strengthen business and commercial center identity through architecture, landscaping, and signage.

Policy 2.2.1 The city shall strengthen and enhance business districts through the use of facade themes and signage.

Policy 2.2.2 The city shall require commercial property landscaping to use the major elements of the streetscape.

GOAL 3.0 To preserve elements of the natural environment in the community.

OBJECTIVE 3.1 Promote site design and building construction that preserves significant landforms.

Policy 3.1.1 The city shall encourage development patterns that preserve natural landforms.

Policy 3.1.2 The city shall encourage preservation of major landforms, such as streams, steep slopes and rock structures to provide neighborhood character boundaries.

GOAL 4.0 To develop a circulation system that creates community image and identity.

OBJECTIVE 4.1	Establish methods to maintain a country road image in developed areas.
Policy 4.1.1	The street right-of-way and property adjacent to it should be used harmoniously to create attractive streetscapes.
Policy 4.1.2	The city shall require the consideration of the streetscape as it relates to front yard setbacks.
Policy 4.1.3	The city shall promote a citywide street tree and median planting program. The principal street system in planned communities shall be placed in open space corridors.
OBJECTIVE 4.2	Identify the principal gateways of the community and establish arrival statements in the landscape and architectural setting.
Policy 4.2.1	The city shall establish gateway signage.
Policy 4.2.2	The city shall preserve natural features that create a gateway feeling.
Policy 4.2.3	The city shall allow for development standard variations to create gateways.
GOAL 5.0	**To protect and enhance public views of significant natural features and of developed land.**
OBJECTIVE 5.1	Establish practices that ensure development features enhance public views.
Policy 5.1.1	The city shall maintain view opportunities from public areas to the surrounding hillsides, the lake and other significant features through design standards and the design review process.
Policy 5.1.2	The city shall encourage street alignments and site design to avoid views of backyards, service areas, expanses of paved surfaces, or monotonous architectural forms.

Policy 5.1.3	The city shall ensure that signage and street graphics are functional and in character with the design of the land use.
Policy 5.1.4	The city shall place utility lines underground.
OBJECTIVE 5.2	Encourage developments to locate public streets and public facilities to take advantage of views of natural features.
Policy 5.2.1	The city shall use the specific plan process to achieve access to significant natural features.
GOAL 6.0	**To remove visual blight.**
OBJECTIVE 6.1	Continue and improve efforts to upgrade the visual qualities of developed property.
Policy 6.1.1	The city shall continue to require removal and/or screening of undesirable land use activities, property maintenance programs and control of the location of outdoor storage activities.
Policy 6.1.2	The city shall promote the rehabilitation of commercial properties.
OBJECTIVE 6.2	Identify and encourage preservation of areas or structures with historic significance.
Policy 6.2.1	The city shall work to identify neighborhood character that can serve as the basis of design/image guidelines.
Policy 6.2.2	The city shall encourage active uses for historic properties.

CIRCULATION ELEMENT

GOAL 1.0	**To provide a street network to move people and goods safely and efficiently throughout Lake Elsinore.**

OBJECTIVE 1.1 Strive to maintain a minimum Level of Service "C" at all intersections during non-peak hours and Level of Service "D" (volume/capacity ratio of 0.90 or less) at all intersections during peak hours to ensure that traffic delays are kept to a minimum.

Policy 1.1.1 The city shall establish street standards, and all new road facilities shall be constructed or upgraded, where feasible, to meet city standards.

Policy 1.1.2 The city shall require new developments to be served by roads of adequate capacity and design standards to provide reasonable access by car, truck, transit, and bicycle.

Policy 1.1.3 The city shall require an adequate evaluation of potential traffic impacts associated with proposed new developments prior to project approval. Further, the city shall require the implementation of appropriate mitigation.

Policy 1.1.4 The city shall pursue measures to reduce congestion at intersections and maintain identified levels of service.

Policy 1.1.5 The city shall cooperate with Caltrans to implement necessary improvements at intersections where the agencies have joint jurisdiction.

Policy 1.1.6 The city shall endorse and support the I-15 Freeway interchange improvement projects, with minimal environmental impact, that provide more direct regional access to the Lake Management Plan area, as well as other developing areas within the city and sphere.

Policy 1.1.7 The city shall encourage development of roads parallel to the I-15 Freeway and at a suitable distance from the I-15 Freeway to provide adequate intervals between intersections.

Policy 1.1.8	The city shall use the Circulation Element Roadway Classification Map to guide detailed planning and implementation of the city's roadway system.
Policy 1.1.9	The city shall periodically update "build-out" traffic forecasts using the Lake Elsinore Traffic Model to monitor the impact of development approvals and the adequacy of the Circulation Element Roadway Classification Map.
Policy 1.1.10	The city shall evaluate the incremental additions to the circulation system through utilization of the Lake Elsinore Traffic Model.
Policy 1.1.11	The city shall prohibit parking on all urban arterials and major roadways to increase the traffic capacity of these roadways.
Policy 1.1.12	The city shall identify the major intersections requiring special design treatment to increase their vehicular capacity.
Policy 1.1.13	The city shall minimize the number, properly space, and interconnect traffic signals in order to maximize progression and minimize the acceleration/deceleration that produces significantly higher vehicular emission and noise levels.
OBJECTIVE 1.2	Establish adequate measures to ensure traffic safety.
Policy 1.2.1	The city shall enforce speed restrictions throughout the city.
Policy 1.2.2	The city shall require that future roads and improvements to existing roads be designed to minimize conflicting traffic movements such as turning, angle parking, uncontrolled access, and frequent stops.
Policy 1.2.3	The city shall ensure that the development of new private driveways does not pose signifi-

cant traffic conflicts for major arterials and residential collector roads.

Policy 1.2.4 — The city shall require that pedestrian and vehicular traffic are separated to the maximum feasible extent.

Policy 1.2.5 — The city shall establish an ongoing maintenance program to ensure the safety of the city's roadway system.

OBJECTIVE 1.3 — Preserve the quality of residential neighborhoods by maintaining the legally enforceable speed limits and by discouraging the flow of truck traffic and through traffic.

Policy 1.3.1 — The city shall enforce speed limits of 25 miles per hour in those areas defined by the California Vehicle Code as residential neighborhoods.

Policy 1.3.2 — The city shall establish signed truck routes, where necessary, on streets traversing through residential neighborhoods.

Policy 1.3.3 — The city shall maintain its level of service objectives on major city streets in order to avoid diversion of through traffic into residential neighborhoods and maintain adequate levels of safety.

OBJECTIVE 1.4 — Establish financing programs which incorporate adequate funding to construct and maintain the city's roadway system.

Policy 1.4.1 — The city shall establish a city-wide circulation system phasing and financing program for the orderly implementation of system improvements identified in the Circulation Element.

Policy 1.4.2 — The city shall identify and evaluate potential revenue sources for financing roadway system development and improvement projects.

Policy 1.4.3 The city shall pursue a Bridge and Major Thoroughfare Fee Program in order to meet funding needs.

Policy 1.4.4 The city shall only implement street widening when Transportation System Management strategies, such as the removal of on-street parking, lane restriping, etc., have been exhausted.

GOAL 2.0 To promote a public transportation system that is safe, convenient, efficient, and meets the identified needs of the Lake Elsinore Valley.

OBJECTIVE 2.1 Require dedication and/or construction of appropriate facilities in support of a public transportation system.

Policy 2.1.1 The city shall require construction of bus turnouts adjacent to new developments where transit demand levels may be sufficient in the future to warrant such accommodations.

Policy 2.1.2 The city shall support improved transit services for elderly and disabled persons.

Policy 2.1.3 The city shall work with RTA in pursuing additional transit routes in the city as well as adjacent cities.

Policy 2.1.4 The city shall review site plans to determine if pedestrian access from the interior of new residential areas to public transit stops will be direct and convenient.

Policy 2.1.5 The city shall strive for reasonable and practical means through current technology to find transit solutions which are economically feasible not only in terms of ridership fees, but also in terms of city support for investigation and promotion.

GOAL 3.0 **To promote alternatives to motorized transportation that meet the needs of all city residents.**

OBJECTIVE 3.1 Provide a circulation network that accommodates the safe and efficient movement of cyclists.

Policy 3.1.1 The city shall implement a continuous system of bicycle lanes within the street right-of-way to meet the needs of both the local and commuter cyclist. The lanes shall be designed for the safety of the cyclist.

Policy 3.1.2 The city shall use the Circulation Element Bikeway Plan to guide detailed planning and implementation of the city's bicycle route system. The city shall further encourage the integration of this system with other trails (equestrian, hiking) wherever possible to facilitate multi-purpose use of the city's recreational corridors.

Policy 3.1.3 The city shall encourage the provision of bicycle lanes, in addition to those identified on the Circulation Element Bikeway Plan, along all roadways within Specific Plan areas and other major planned developments.

Policy 3.1.4 The city shall provide for a safe interface with vehicular travel including adequate traffic control devices at bicycle crossings and adequate traffic signal phasing for bicycle turning and straight-through movements.

Policy 3.1.5 The city shall consider the provision of facilities that foster usage of bicycle routes including signage, connections to the park system and other modes of transportation (e.g., bus stops, carpool lots), bike racks, and resting, parking and restroom/shower facilities along identified bikeways.

Policy 3.1.6 The city will actively seek federal and state funds for the construction of bikeways identi-

fied on the Circulation Element Bikeway Plan.

Policy 3.1.7 — The city shall conduct a public information program to increase public awareness of bicycle safety.

OBJECTIVE 3.2 — Provide a system of sidewalks or pathways in residential and commercial areas that provides a safe environment for pedestrians.

Policy 3.2.1 — The Main Street area and future mixed-use developments shall contain an internal system of walkways or trails linking schools, shopping centers, and other public facilities with residences.

Policy 3.2.2 — The city shall promote the design and location of future land uses to encourage access by non-automotive means.

Policy 3.2.3 — The city shall review site plans to determine if shopping areas are designed for pedestrian access.

Policy 3.2.4 — The city shall require the installation of wheelchair ramps on all new sidewalks and shall encourage their installation in older neighborhoods.

GOAL 4.0 — **To provide an adequate supply of private off-street and public parking to meet the needs of residents and visitors to the city.**

OBJECTIVE 4.1 — Enforce and periodically update the zoning ordinance which specifies minimum parking requirements for various types of land use.

Policy 4.1.1 — The city shall enforce its parking ordinance and standard requirements such as necessary design features, the number of required handicapped parking spaces, etc., in conjunction with the parking ordinance.

Policy 4.1.2	The city shall pursue methods of encouraging the provision of increased on-site parking supply through a range of techniques including redevelopment activities.
OBJECTIVE 4.2	Provide joint-use and public parking facilities, where needed, by special assessment districts or other mechanisms.
Policy 4.2.1	The city shall require developers to provide adequate on-site parking and/or to contribute to a program to acquire and/or maintain off-site facilities.
Policy 4.2.2	The city shall work cooperatively with developers and the business community to develop funding mechanisms for the construction of future parking facilities.
Policy 4.2.3	The city shall encourage joint development of parking facilities (e.g.; joint use of parking facilities) in activity centers where feasible to maximize the efficient use of available parking.
GOAL 5.0	**Manage peak hour traffic flow and change demand on the circulation system to reduce traffic congestion where necessary and feasible.**
OBJECTIVE 5.1	Provide for the development and monitoring of Transportation System Management (TSM) and Travel Demand Management (TDM) programs which are focused on reducing vehicular travel at locations where trip-making is concentrated.
Policy 5.1.1	The city shall continue to implement and monitor the performance of its TDM ordinance.
Policy 5.1.2	The city shall require the development and implementation of Transportation Management Plans for key industrial and office areas.

These plans shall be designed to reduce peak hour traffic and vehicle miles of travel.

Policy 5.1.3 The city shall support programs with the objective of increasing the vehicle occupancy rate.

Policy 5.1.4 The city shall secure public support for the development of a balanced circulation system through a well-organized public relations program.

Policy 5.1.5 The city shall encourage the development of Park-and-Ride lots near freeway interchanges in conjunction with Caltrans policies.

HOUSING ELEMENT

GOAL 1.0 **To provide decent housing opportunities and a satisfying living environment for residents of Lake Elsinore.**

OBJECTIVE 1.1 Achieve the construction of 1,500 new housing units during the Housing Element program planning period (1989-1996), including approximately 400 units over the remainder of the planning period 1994-1996.

Policy 1.1.1 The city shall monitor new construction on a yearly basis and prepare annual reports for review by the City Council in order to evaluate progress on meeting housing production objectives.

Policy 1.1.2 The city shall conduct periodic market surveys to collect data on the prices and rents of housing that has been recently constructed in order to monitor progress on meeting housing needs.

OBJECTIVE 1.2 Provide an inventory of land sufficient to accommodate the "share of regional housing needs" at varying densities over the next five years.

Policy 1.2.1	The city will complete annually a survey of vacant land suitable for residential development and inform the Planning Commission and City Council and make the information available to the development community.
Policy 1.2.2	The city shall develop a complete data base dealing with new construction needs and constraints and transmit that information to the Southern California Association of Governments for the next Regional Housing Needs Assessment update.
OBJECTIVE 1.3	Provide adequate housing sites in relation to housing production needs and consistent with the Land Use Element.
Policy 1.3.1	The city shall prepare information on the availability of public services and facilities and any infrastructure constraints to residential development.
GOAL 2.0	**To conserve and improve the condition of the existing affordable housing stock.**
OBJECTIVE 2.1	Achieve the conservation of existing affordable rental housing throughout the city, including dwellings occupied by households assisted through the local State or Federal programs.
Policy 2.1.1	The city shall participate in programs to preserve the existing housing stock in sound condition and correct neighborhood conditions which cause blight and deterioration.
Policy 2.1.2	The city shall continue to use code enforcement to improve and conserve existing housing throughout Lake Elsinore neighborhoods.
Policy 2.1.3	The city shall maintain and upgrade existing neighborhood infrastructure including, but not limited to, sidewalks, parkways and waterlines.

OBJECTIVE 2.2 Maintain the existing housing stock through rehabilitation where needed, and achieve the rehabilitation of 50 dwelling units during the program planning period (1989-1996).

Policy 2.2.1 The city shall allocate a portion of the city's share of CDBG funds to the financing of housing stock improvements in the city's neighborhoods.

Policy 2.2.2 The city shall evaluate on a continuous basis additional means of meeting the city's housing conservation, maintenance and improvement goals, including the removal of governmental constraints; and utilization of State and Federal programs, as appropriate.

GOAL 3.0 **To assist in the development of adequate housing to meet the needs of low and moderate income households.**

OBJECTIVE 3.1 Facilitate the development of at least 30 dwelling units during the remainder of the program planning period (1994-1996) to further assist in providing the city's fair share of low and moderate income households in accordance with Article 10.6 of the California Government Code which defines low and moderate income families and households, relative to the share of affordable housing provided elsewhere in the County.

Policy 3.1.1 The city shall facilitate the development of new housing to meet the needs of first-time buyers with two working adults and other special needs groups, as appropriate.

GOAL 4.0 **To address, and where appropriate and legally possible, constraints to the maintenance, improvement and development of housing.**

OBJECTIVE 4.1 Promote reasonable processing time and fees and encourage incentives for the provision of quality housing opportunities.

Policy 4.1.1	The city shall consider fee waivers and accelerated processing as methods of facilitating the production of affordable housing.
OBJECTIVE 4.2	Promote methods of enhancing land availability within the framework of the Land Use Element and Zoning Ordinance.
Policy 4.2.1	The city shall utilize Specific Plans and other land planning concepts to encourage a diversity of housing.
GOAL 5.0	**To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.**
OBJECTIVE 5.1	Provide residents of Lake Elsinore the opportunity to seek housing in a neighborhood of their choice.
Policy 5.1.1	The city shall coordinate with state and county agencies involved in ensuring compliance with fair housing laws.
GOAL 6.0	**To encourage the incorporation of energy conservation features in the design of all new housing development and the installation of conservation devices in existing developments.**
OBJECTIVE 6.1	Promote the conservation of scarce energy resources and reduce the community's reliance on traditional energy resources.
Policy 6.1.1	The city shall encourage the incorporation of energy conservation features in the design of all new construction, including but not limited to, thermal insulation, sealed gas lines and solar energy systems.
Policy 6.1.2	The city shall encourage the use of passive design concepts that make use of the natural climate to increase energy efficiency.

NOISE ELEMENT

GOAL 1.0	**To reduce noise impacts from transportation sources.**
OBJECTIVE 1.1	Reduce transportation noise through a variety of methods, including coordination with various agencies, proper design of transportation facilities, and coordination of traffic routing.
Policy 1.1.1	The city shall construct barriers to mitigate sound emissions where necessary or where feasible.
Policy 1.1.2	The city shall actively participate in the development of noise abatement plans for highways.
Policy 1.1.3	The city shall coordinate with Caltrans to ensure the inclusion of noise mitigation measures in the design of new state highway projects in Lake Elsinore.
Policy 1.1.4	The city shall ensure the effective enforcement of city, state and federal noise levels by all appropriate city divisions.
Policy 1.1.5	The city shall undertake the Federal Aviation Administration's master plan process for Skylark Airport.
Policy 1.1.6	The city shall investigate methods for controlling motor boat noise on Lake Elsinore.
GOAL 2.0	**To incorporate noise considerations into land use planning decisions.**
OBJECTIVE 2.1	Establish acceptable limits of noise for various land uses throughout the community.

Policy 2.1.1	The city shall ensure acceptable noise levels near schools, hospitals, convalescent homes, and other noise-sensitive areas.
Policy 2.1.2	The city shall establish standards for all types of noise not already governed by local ordinances or preempted by state or federal law.
Policy 2.1.3	The city shall encourage acoustical design in new construction.
Policy 2.1.4	The city shall require that noise reduction features be incorporated during site planning to minimize anticipated noise impacts on affected noise-sensitive land uses.
GOAL 3.0	**To develop measures to control non-transportation noise impacts.**
OBJECTIVE 3.1	Reduce noise generated by non-transportation sources.
Policy 3.1.1	The city shall limit the hours of construction activities in residential areas.
Policy 3.1.2	The city shall minimize the development of commercial and industrial land uses adjacent to noise sensitive land uses.
Policy 3.1.3	The city shall establish one agency within the city to review all noise conflicts and develop coordination among the city agencies involved in noise abatement.
Policy 3.1.4	The city shall establish a Community Noise Ordinance to mitigate noise conflicts.

Land Use Element

III. LAND USE ELEMENT

A. INTRODUCTION

1. OVERVIEW

The Land Use Element for the City of Lake Elsinore establishes the framework for the principal development within the Study Area. The city is experiencing significant growth opportunities in terms of new development and redevelopment. Although nearly 50 percent of the city is currently vacant, the majority of this acreage is either under construction, approved for construction or being planned for development.[3] Moreover, proposed projects adjacent to the city limits, within the sphere area are increasingly being reviewed and annexed into the city. It is the city's intent to guide new development and redevelopment by a set of coherent development policies in order to achieve the implementation of projects that contribute positively to all sectors of the community.

The Land Use Element describes existing land use characteristics and development patterns in the Study Area. The Land Use Element contains general development standards and guidelines, including goals, objectives, policies, and specific implementation mechanisms for guiding future development. The Land Use Element also contains a description of the Land Use Plan (see back pocket) which defines the general location and development intensity for a variety of land uses in the Study Area. The Land Use Plan is intended to be consistent with the overall community goals as well as reflective of the physical and environmental constraints affecting land use.

2. PURPOSE

The Land Use Element is intended to reflect the values of the community with respect to development, redevelopment, and preservation of public and private properties within the Study Area through the year 2010. The element encourages future urbanization while preserving the environmental characteristics which contribute to a quality of life that attracts residents to the community. The element sets forth policies and defines land uses to achieve a balanced community, which offers a wide range of housing types, full-service business and commercial centers, and a sufficient employment base to reduce the commute for residents. While it can be expected that some

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[3] Based on 1987 *Existing Land Use Inventory* prepared by city staff. See Table III-1.

existing development may not be consistent with the development policies promoted by the Land Use Element and other general plan elements, new and future development is required by law to be consistent with the general plan.

The Land Use Element encompasses the goals, objectives, policies and programs of the other elements of the general plan. The Land Use Element provides city officials with a comprehensive basis for decisionmaking and provides citizens with an understanding of the long-range intentions of the city concerning future growth and development.

3. AUTHORIZATION

California planning law requires every city to adopt a Land Use Element that provides for the long-term physical development of the community. Government Code Section 65302(a) requires the General Plan to include:

> A Land Use Element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas.

B. DEVELOPMENT CONCEPTS

Lake Elsinore was originally noted for its agriculture and mining activities as well as tourism, which was centered around the natural setting of the lake. However, over the last decade, the city has strived to become a balanced community by encouraging development of a wide range of housing types, full-service business and commercial centers, and a regional employment base of office, industrial and manufacturing firms.

Today, a motorist entering the city from the Elsinore Mountains on Ortega Highway (SR-74) is rewarded by a spectacular view of the lake, Sedco Hills and the Perris Valley uplands which surround the

northwestern and northeastern part of the community. Driving through the city imparts a sense of history through such landmarks as the old military academy, 1920s style buildings in the downtown area, the turn-of-the-century lamp posts in the Country Club Heights area, and the Victorian and California bungalow style homes in the older residential districts.

Major factors contributing to Lake Elsinore's surge in development activity are its central location along the I-15 corridor, construction of a levee to stabilize the lake level, and regional growth patterns. Lake Elsinore is located on the fringe of urbanizing areas in Riverside, Orange and San Diego counties. Consequently, Lake Elsinore's lower land costs (than in neighboring areas of Riverside, Orange and San Diego counties) and the completion of Interstate 15 has attracted in-fill and large tract residential development. Seven planned residential communities and commercial developments have been approved by the city. These specific plan areas are Ramsgate, Tuscany Hills, Cottonwood Hills, Summerhill/Canyon Creek, Lake Elsinore Outlet Center, Lakeshore and Alberhill Ranch. Several other large specific plan areas within the city are designated for future residential and commercial development.

In response to the increase in a range of housing in the area, a concentration of commercial activities has recently emerged around the Ortega Highway (SR-74)/I-15 interchange, the Railroad Canyon Road/I-15 interchange and along Riverside Drive, west of the lake. The city has taken a progressive role in fostering the development of revenue-generating uses and employment opportunities within the community. Largely due to the assistance of the Lake Elsinore Redevelopment Agency, retail, industrial, manufacturing and business park development is occurring near Collier Road, within the I-15 corridor.

Stabilization of the lake level will allow the city to reclaim large areas for development around the lake. The lakeshore is to be planned comprehensively in three specific plans. The intent of these specific plan designations is to achieve a mixture of housing and tourist/resort-oriented development and to increase public access to the recreational opportunities in and around the lake.

The city may further enhance its role as a recreation/tourist center by taking advantage of its geothermal resources in the downtown area. In the 1880s, hot-mineralized water from a spring in the downtown area prompted the growth of a bath house industry that complemented the recreational activities associated with the lake.

Since 1926, the city has drilled several wells and developed a small distribution system in the downtown area to provide hot mineral water to nearly two hundred residences and the Community Center. Although most of the system is currently closed, there is an opportunity for the city to develop the geothermal resources for recreational use. Hot mineral waters for public enjoyment may be part of an overall tourism concept involving the lake recreation area and the revitalized historic downtown.

Lake Elsinore's sphere of influence covers over 82 square miles of primarily undeveloped, rugged terrain. The present communities within the sphere area include Horsethief Canyon, Lakeland Village, Sedco Hills, and The Farm. With the exception of the Lakeland Village community and The Farm Specific Plan Area, development is characterized by rural, large-lot residential uses, mobile home parks, mining lands, and scattered agricultural and commercial activities. The specific plans for the planned community projects allow for significant residential development and support commercial uses. As development occurs in these projects and other proposed specific plan areas in the sphere, the demand for community level and regional level commercial and office development is expected to increase within Lake Elsinore.

C. EXISTING CONDITIONS

1. LOCAL AND REGIONAL SETTING

The City of Lake Elsinore encompasses about 35 square miles in the western portion of Riverside County. The city was founded in 1883 and incorporated in April of 1888. Lake Elsinore is the oldest city in Riverside County. The city is located approximately 75 miles east of Los Angeles, 35 miles south of the City of Riverside, and approximately 22 miles southeast of the City of Corona. The city is in the Lake Elsinore Valley bounded by the Elsinore and Santa Ana Mountains on the southwest and the hills and low mountains of the Perris Valley uplands to the northeast. Within the valley floor lies Lake Elsinore, the largest natural lake in southern California. The lake is approximately five miles long, two miles wide, and contains a surface area of approximately 6,200 acres. The Railroad Canyon Reservoir is the primary source of water to the lake. Elevations within the city range from a low of 1,230 feet at the lake surface to a high of over 2,000 feet in the mountains to the south and west. The crest of the Elsinore Mountains in the city's sphere area averages about 3,000

feet in elevation with the high point of Elsinore Peak cresting at 3,600 feet.

The natural topography of rolling hills and tributary canyons has historically focused growth in the city on more level areas surrounding the lake. Initially, agricultural activities developed around the lake and were followed by resort and residential development. The historic downtown area developed in the early 1900s to serve Lake Elsinore's residents and tourists. Residential development presently represents the primary development activity within the city. The existing pattern of land uses in the city can be traced to the influence of geographic constraints.

As previously noted, with the exception of Lakeland Village and The Farm, development in the sphere area is characterized by rural, large-lot residential uses, mobile homes, mining lands, and scattered agricultural and commercial activities. Lakeland Village contains a mixture of residential and commercial land uses. Some of the development areas on the lake side of Grand Avenue in Lakeland Village are in deteriorating condition. New, quality residential tract development is occurring on the west side of Grand Avenue offering views to the lake and the Elsinore Mountains. The Farm is a low density residential planned community of mobile homes east of Bundy Canyon Road. The planned community of Horsethief Canyon is currently under construction in the Temescal Valley, south of the Lee Lake area. The sphere area also contains nearly 3,280 acres of the Cleveland National Forest. The area within the National Forest boundaries includes a mix of both public lands and private in-holdings.

Access to the city is possible through two highway corridors: Interstate 15 (I-15) and State Route 74 (SR-74). Interstate 15 connects to Interstate 10 in San Bernardino County and extends into San Diego County through the City of Escondido. Ortega Highway provides an important link from Orange County through the Cleveland National Forest to the City of Perris and Interstate 215. Interstate 15 attracts the majority of through traffic and commuter type traffic and is the primary access to the city.

Skylark Airport is a privately owned and operated aviation facility located at the south end of the lake within the city limits off of Corydon Street. The airport is not used for commercial airline travel but instead supports a variety of recreational air sports activities. Operations and activities at the site are regulated by both state and city permits and approvals. The airport has been a fixture in the

3. POPULATION AND EMPLOYMENT CHARACTERISTICS

As of January 1, 1990 the population in the city was estimated at 15,971 persons.[4] As shown on Table III-2, growth in the city of Lake Elsinore surpassed the growth rate in all Riverside County during most of the years between 1980 and 1990. Overall, population within the city increased by 324 percent between 1970 and 1990. By comparison, Riverside County's population increased by 142.9 percent during that period.

Since 1980, the population of Lake Elsinore has increased an average of 10.2 percent annually. The absolute growth rate during the 1985 to 1990 period was more than double the growth rate between 1980 and 1984. The current population estimate is a 6.8 percent increase over the city's 1989 population. Population growth occurred in two forms: growth from development within the city and growth from annexation of residential development. Since 1981, the city has annexed nearly 5,000 acres of which the vast majority has been in residential land uses.

In 1980, the city's housing inventory included 2,518 dwelling units. Between April 1980 and January 1989, the stock increased by 4,126 dwelling units for a total of 6,644 units either built or currently under construction.[5] Construction of single-family residential represents the majority (57 percent) of the increase, while construction of multifamily units accounted for 43 percent of the gain in housing. The Housing Element provides additional statistics on the existing and projected housing stock within Lake Elsinore. The State Department of Finance currently estimates that the average household size in Lake Elsinore is 2.78 persons per unit.[6]

The most recent employment estimate for the City of Lake Elsinore is 5,505 persons employed in 1987.[7] An economic development study for the years 1980-1990 was conducted by the State of California for Riverside and San Bernardino counties. This study indicated a substantial increase in the number of employed residents and a decline in the rate of unemployment. These changes have resulted in continued expansion in the city economy. The city economy has been largely based for many years on tourist-oriented and

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4 State Department of Finance, Demographic Research Unit, Annual Population Estimates for January 1, 1990.

5 State Department of Finance, Demographic Research Unit, May 1, 1990.

6 State Department of Finance, Demographic Research Unit, June 1990.

7 Southern California Association of Governments, June 1990.

Table III-2
POPULATION TRENDS
1970 - 1990

City of Lake Elsinore*

Year	Estimated Population	Annual Growth	Annual Growth Rate
1970	3,530	---	---
1980	5,982	245	6.9%
1981	6,137	155	2.6%
1982	7,739	1,602	26.0%
1983	7,945	206	3.0%
1984	8,517	572	7.2%
1985	9,425	908	11.0%
1986	10,915	1,490	16.0%
1987	12,253	1,338	12.3%
1988	12,790	537	4.4%
1989	14,950	2,160	16.9%
1990	15,971	1,021	6.8%

Riverside County*

Year	Estimated Population	Annual Growth	Annual Growth Rate
1970	456,914	---	---
1980	663,199	206,285	4.5%
1981	681,591	18,392	2.8%
1982	707,084	25,493	3.7%
1983	731,173	24,089	3.4%
1984	757,470	26,297	3.6%
1985	800,949	43,479	5.7%
1986	838,652	37,703	4.7%
1987	886,241	47,589	5.7%
1988	946,074	59,833	6.8%
1989	1,014,800	68,726	7.3%
1990	1,110,021	95,221	9.4%

*Source: U.S. Census of Population and Housing, 1970 and 1980; State Department of Finance, Population Research Unit, Annual Population Estimates for January 1, 1981 through January 1, 1989.

agricultural uses. Over the last decade, however, service, light manufacturing and trade uses have increased within the local economic base. There are currently thirteen manufacturing plants in the community. The leading products manufactured include brick, tile and clay products. Pacific Clay Products is the largest manufacturing employer in the area (100 employees). Major non-manufacturing and primarily service-oriented employers within the Lake Elsinore area include K-Mart (150 employees), Albertsons (120 employees), Sizzler (100 employees) and Stater Brothers (96 employees).

4. JOBS/HOUSING BALANCE

The "jobs/housing" balance concept is based on the premise that a reduction in commute distances and travel time as well as the consequent reductions in emission of air pollutants can be achieved when sufficient jobs are available locally to balance with the employment demands of the community. The reduction in travel can further be reduced when commercial services are convenient to residential areas.

The Southern California Association of Governments (SCAG) adopted the *Growth Management Plan* (GMP) in February 1989. The GMP establishes performance goals for a jobs/housing balance for each subregion in the six county SCAG region. The Study Area is located in SCAG's Central Riverside subregion. According to SCAG's housing and employment figures for Central Riverside, the forecasted jobs-to-housing balance for this subregion will be .70 by 2010. In 1987 (the latest year for which there is an employment estimate for the city), the City of Lake Elsinore was estimated to have a jobs/housing ratio of .6, which is a slightly lower ratio than that of the subregion in which it is located.

According to SCAG's 1989 *Growth Management Plan*, each SCAG subregion is considered balanced if its ratio of employment to housing matches the region's. Since the regional jobs/housing balance is forecasted to be 1.22 by 2010, then each subregion should match this ratio to be considered balanced. "Job rich" subregions have ratios greater than the regional average, and "housing rich" subregions have ratios lower than the regional average. As the Central Riverside subregion's jobs/housing balance is projected to be .70 by 2010, this region is considered "housing rich." The city should strive to attain a jobs/housing balance of 1.22 for the total Study Area since this ratio is the regional goal.

D. ISSUES AND OPPORTUNITIES

1. LAND USE COMPATIBILITY CONSIDERATIONS

Compatibility between adjacent land uses in the Study Area is essential to achieve a safe, efficient, and well-organized community. The issues involved in examining compatibility of proposed projects include, but are not limited to, traffic generation, access locations, noise generation, public service demands, siting and visual appearance, and public safety.

The Land Use Plan addresses the issue of land use compatibility. Industrial uses are grouped along the I-15 corridor to encourage development of industrial parks that improve efficiency in terms of circulation and access; the provision of public services and facilities; the design of common open space; and the coordination of site design among individual projects. Business Park and Freeway Business uses are similarly consolidated in the Land Use Plan. General Commercial uses have been concentrated at specific locations to create centers that invite pedestrian travel, utilize common site design requirements such as walkways and parks, and provide coordinated architectural and signage treatments. Office and high density residential often serves as a buffer in the Land Use Plan between lower density residential and commercial or industrial uses. It is important to buffer all residential development in terms of light, noise, traffic impacts and negative visual impacts when located adjacent to commercial and other non-residential land uses. The provision of an adequate circulation system and sufficient parking for commercial areas are also measures that protect the quiet nature of residential neighborhoods.

Land use compatibility between residential projects of different densities is also an issue in Lake Elsinore. The development of higher density single family tracts, for example, may be out of scale and incompatible with adjacent one-acre estate lots that offer a rural atmosphere that existing residents seek to preserve. The scale of the project and site planning techniques within and adjacent to existing residential development is a key consideration. Site design that involves a gradual transition of densities within a project or transitional buffer areas to improve compatibility with adjacent lots are measures that may be required by the city.

The future compatibility of new development upon sites of mineral deposits or adjacent to mineral extraction areas, is an issue within the Study Area. The State Mining and Reclamation Act of 1975 requires

the city to review the compatibility of proposed projects on or adjacent to mineral lands in accordance with guidelines set forth in the Act.

Potential incompatibilities between land uses can also be minimized by precluding "piecemeal" development of large sites. This can be accomplished by requiring the preparation of specific plans or by encouraging planned unit developments at appropriate locations in the city.

2. PHYSICAL CONSTRAINTS

The Study Area contains a number of physical constraints affecting potential land development. Flood hazards, unstable slopes, poorly consolidated alluvial soils, significant biological resources and active faults are the principal constraints to development. Flooding from the San Jacinto River, Rice Canyon and McVicker Canyon, for example, creates a flood hazard that presently limits the extent of urban development in floodplains around the lake and Temescal Wash. The lake is broad and gently sloping, which creates a floodplain area that ranges from several hundred to several thousand feet. Improvements to reduce the existing flood hazards associated with the lake are scheduled to be completed by the end of 1991. The Lake Elsinore Management Project involves the construction of a levee at the east end of the lake, lowering of the Temescal Wash elevation, and construction of a new inlet channel for the San Jacinto River. These and other improvements to address flood hazards are described in the Public Safety and Urban Services Element.

The potential for new development is also constrained within or adjacent to areas containing plant or wildlife species which are listed as endangered or threatened by the U.S. Fish and Wildlife Service and the California Department of Fish and Game. The Stephens' kangaroo rat, the least Bell's vireo, and the slender-horned spineflower are listed species in the Study Area. The Open Space and Conservation Element addresses the future management of the habitat area for these species.

Potential geologic hazards associated with active faults and unstable slopes are present in the Study Area. These potential geologic hazards restrict the location of buildings and increase the cost of construction to avoid or mitigate the hazard. The Elsinore Fault Zone is one of three major fault zones in southern California and is comprised of the Willard fault, the Glen Ivy fault, the Wildomar fault and other minor faults. An Alquist-Priolo Special Studies Zone has been designated for the Wildomar fault which prohibits development within 50 feet of fault

lines. Geologic studies also indicated that potential landslide areas exist in the Alberhill area, in the southwest area of the city's sphere of influence, and in areas of steep topography (slopes greater than 30 percent).

Construction on alluvial soils increases the potential for seismic-related hazards including groundshaking, lurching, and liquefaction. Alluvium is located extensively throughout the city and increases the cost of development in terms of design and construction methods.

Geologic risks within the Study Area are further addressed in the Public Safety and Urban Services Element.

3. PUBLIC SERVICE AND FACILITY CONSTRAINTS

The potential for land use intensification and new development in Lake Elsinore is subject to constraints imposed by the ability of public service agencies and utilities to provide adequate levels of service and facilities. New development places additional demands upon the county sheriff's department, the county fire department, the school districts, the water districts and other service providers. Roads, parks, public parking sites and other public facilities are also impacted by new development. It is important that the city monitor growth and development in relation to the ability of local agencies to provide essential services and facilities. The city may levy growth impact fees or public facility impact fees on a fair share basis to finance the capital facilities needed to accommodate new development. The authorization and criteria for establishing impact fees is contained in Assembly Bill 1600 and is outlined in the Implementation Program for the Land Use Element.

The Public Safety and Urban Services Element provides an analysis of future growth impacts on public services and facilities. Development outside the urbanized sections of the Study Area will most likely require the extension of water lines, sewer lines, electrical lines and natural gas lines. The key constraints to development in relation to public safety and urban services are the circulation system, school facilities, and sheriff and fire service.

Most of the arterial roadways in the city have not been constructed to ultimate width based on the city-adopted highway classifications. Many of these roadways are currently experiencing heavy traffic volumes during the peak-hour period. Future land uses anticipated in the Study Area will require the widening of existing roads and bridges as well as significant construction of new roads to serve development.

The Circulation Element establishes the future circulation system required to accommodate the traffic generated by new development pursuant to buildout of the General Plan. The phasing of such road improvements with development to ensure acceptable levels of service is a key consideration in the review and approval of projects.

The construction of new school facilities has had difficulty keeping pace with the students being generated by new development. Overcrowding of schools has caused the Lake Elsinore Unified School District to conduct double sessions and provide temporary classroom facilities. The current method of funding school facilities using state funds and developer fees is inadequate to fund and complete construction in a timely manner. The dedication of land and construction of improvements by developers is one option the city may choose to exercise.

Police services currently provided to the city, as contracted with the Riverside County Sheriff Department, are below the city's goal of providing police protection at a ratio of 1.5 officers per 1,000 population. Buildout of the general plan will further impact the existing services. The sheriff's department typically responds to growth by hiring and assigning additional officers to geographical areas in direct proportion to increases in population. Accordingly, the need for augmented law enforcement services can be met by increasing the number of officers available to the city. Methods of funding additional services should be explored, as the provision of police service is tied to the city's ability to fund the service.

The city's goal is to provide fire protection services at a ratio of one full-time firefighter per 1,000 persons. Anticipated growth in the current city limits at buildout of the general plan will result in an increase in demand for services and require approximately 130 full-time firefighters with additional staffing required for buildout within the sphere area.

Recommendations for fire protection services were provided in the Fire Protection Study Report and Area Specific Master Plan prepared by Rex Griggs in November 1989. This report does not address general plan buildout, but does address fire and emergency services for the year 2000. Recommendations of this report include the provision of at least three new fire stations and additional paramedic services. The report also recommends alternate locations for additional fire stations, additional apparatus/vehicles, and projects estimated personnel/operating costs. These recommendations along with contracting with the Riverside County Fire Department for fire

prevention program activities (ie., annual fire safety inspections for businesses and weed abatement programs) will help to meet demand for fire services upon buildout of the general plan.

4. GEOGRAPHIC INFORMATION SYSTEM (GIS)

The city is currently in the process of preparing a computerized geographic data base which will provide citizens, staff and decision-makers with a comprehensive set of data regarding physical considerations of all properties within the city and its sphere of influence. This GIS should be utilized by landowners, staff and decisionmakers when preparing and reviewing plans for new development. The GIS provides a more specific level of analysis than that considered when preparing the general plan. It is logical and probable that the "application" of the GIS to specific areas will result in the identification of opportunities and constraints which may alter development expectations of landowners and the city.

E. LAND USE PLAN

The Land Use Plan defines the general location of residential, commercial, industrial, open space and all other land uses desired for the Study Area. The Land Use Plan is intended to reflect local and regional growth trends, provide a sufficient jobs to housing balance, and provide adequate open space to protect the environmental and aesthetic resources that contribute to the unique setting of the community. The Land Use Plan also reflects the land uses adopted by the County of Riverside Board of Supervisors for the Southwest Area within the city's sphere of influence. The Land Use Plan serves as a long-range guide for Lake Elsinore's future growth and development. The Land Use Plan is contained in the back pocket of this document.

Table III-3 is a summary of the probable level of development buildout within both the city and sphere of influence. At probable buildout, the number of dwelling units anticipated within the total Study Area is 103,395 units. The population is projected to be approximately 287,400 persons. Over thirty-five million square feet of commercial uses and thirty-seven million square feet of industrial uses are anticipated (city and sphere) under the Land Use Plan. These projections are based on mid-range densities for residential uses and probable floor area ratios (FAR) for commercial and industrial uses.

With buildout, the city will achieve a jobs/housing balance in excess of 1.4, while that of the entire Study Area will be somewhat less. The

TABLE III-3
LAKE ELSINORE GENERAL PLAN LAND USE PLAN STATISTICAL SUMMARY (1990)

	City Area Only			Sphere and Sphere Expansion Area Only			Total Study Area		
		Probable Buildout			Probable Buildout			Probable Buildout	
LAND USE DESIGNATION	Acreage	DUs	Sq. Ft.	Acreage	DUs	Sq. Ft.	Acreage	DUs	Sq. Ft.
Residential (mid-density)									
Mountainous (1/10)	0	0		16,286	1,629		16,286	1,629	
Very Low Density (.3/1)	1,297	389		6,351	1,905		7,648	2,294	
Low Density (1.8/1)	3,969	7,144		11,620	20,916		15,589	28,060	
Low Medium Density (4.5/1)	3,833	17,249		4,489	20,200		8,322	37,449	
Medium Density (9/1)	1,047	9,423		451	4,059		1,498	13,482	
Medium High Density (15/1)	438	6,570		298	4,470		736	11,040	
High Density (21/1)	181	3,801		37	777		218	4,578	
Subtotal	**10,765**	**44,576**	**0**	**39,532**	**53,956**	**0**	**50,297**	**98,532**	**0**
Commercial (FAR)									
Mixed Use (21/1) (.50)	154	1,940	1,341,648	232	2,923	2,021,184	386	4,863	3,362,832
Neighborhood (.25)	154		1,677,060	124		1,350,360	278		3,027,420
General (.30)	1,125		14,701,500	754		9,853,272	1,879		24,554,772
Tourist (.30)	202		2,639,736	89		1,163,052	291		3,802,788
Commercial Office (.30)	38		496,584	0		0	38		496,584
Subtotal	**1,673**	**1,940**	**20,856,528**	**1,199**	**2,923**	**14,387,868**	**2,872**	**4,863**	**35,244,396**
Industrial (FAR)									
Freeway Business (.30)	504		6,586,272	438		5,723,784	942		12,310,056
Business Park (.30)	178		2,326,104	777		10,153,836	955		12,479,940
Limited Industrial (.30)	389		5,083,452	587		7,670,916	976		12,754,368
Subtotal	**1,071**	**0**	**13,995,828**	**1,802**	**0**	**23,548,536**	**2,873**	**0**	**37,544,364**
Other									
Public/Institutional	410			146			556		
Open Space/Recreation	4,321			7,815			12,136		
Resource Conservation	0			0			0		
Floodway	303			153			456		
Lake	2,804			0			2,804		
Streets/Highways	1,292			2,439			3,731		
Subtotal	**9,130**	**0**	**0**	**10,553**	**0**	**0**	**19,683**	**0**	**0**
GRAND TOTAL	**22,639**	**46,516**	**34,852,356**	**53,086**	**56,879**	**37,936,404**	**75,725**	**103,395**	**72,788,760**

NOTE: These acreage calculations are estimates. Planimetering was performed at 1" = 1,600-foot scale. A 10 percent margin of error should be anticipated.

city should, at a minimum, strive to attain the regional jobs/housing goal of 1.22 for the total Study Area.

1. LAND USE DESIGNATIONS

The following section describes the intent of each of the land use categories found on the Land Use Plan map. The purpose is to describe the general character and type of land uses intended within each category. In addition, population and building intensity standards are specified in accordance with the State General Plan Guidelines.

Each of the residential use classifications indicate a maximum density of development. The maximum density defines the maximum number of units per gross acre at which residential development can occur within a given area. Determination of precise density, development location, and lot coverage on any residential property is a function of:

- Opportunities and constraints presented by natural, cultural or scenic features;
- Policies and implementation measures of the general plan intended to maximize public safety; achieve high quality site planning and design; provide sufficient levels of public service; avoid disorderly development patterns, and
- Zoning ordinance provisions and building and subdivision codes.

Residential uses are intended to be the principal and dominant use within each of the residential designations. Civic uses and institutional uses such as churches and certain home occupations may be consistent with these designations. Certain commercial or quasi-commercial uses may be permitted in residential areas including small day care facilities and residential care facilities. Other uses include country clubs, golf courses, recreational vehicle parks, riding stables and other private recreational facilities.

Each of the non-residential designations specifies the building intensity according to a floor area ratio (FAR). A floor area ratio for a project is the ratio of gross floor area within a structure to total site area. Floor area does not include area within parking structures. An example of the building intensity or square footage allowed under various floor area ratios is provided below in Table III-4.

Table III-4
FLOOR AREA RATIO EXAMPLE
SITE SIZE - 1 ACRE (43,560 SQUARE FEET)

	One-Story Building	Two-Story Building
1. .25 FAR		
Building gross sq. ft.	10,890 sq. ft.	10,890 sq. ft.
Building footprint	10,890 sq. ft.	5,445 sq. ft.
Parking and landscape	32,670 sq. ft.	38,115 sq. ft.
2. .50 FAR		
Building gross sq. ft.	21,780 sq. ft.	21,780 sq. ft.
Building footprint	21,780 sq. ft.	10,890 sq. ft.
Parking and landscape	21,780 sq. ft.	32,670 sq. ft.

a. (M) Mountainous (1 dwelling unit/10 acres maximum)

This designation is intended for residential development in areas containing steep slopes, rugged terrain, limited or no access, and limited public services and utilities.

Residential uses would be characterized by large rural estate lots, with significant permanent open space areas due to slope gradient constraints, soil and geotechnical hazards, fire hazards, access and public service constraints, and other environmental concerns. This designation has primarily been applied in the mountainous terrain within the city's sphere of influence. The population density for this category would be approximately .2 persons per acre based on an average household size of 2.8 persons per dwelling unit.[8]

b. (VLD) Very Low Density (.5 dwelling units/acre maximum)

This designation is intended for residential development in a rural setting and is characterized by single family homes on two-acre or larger lots. Clustered single family development is also intended within this category to allow a project to be responsive to the natural terrain and minimize grading

8 State Department of Finance, Demographic Research Unit, June 1990. Figure of 2.8 is rounded for calculation purposes from state estimate of 2.78.

requirements and impacts to environmentally sensitive areas. This designation is also consistent with large lot residences that keep horses and other animals, as well as maintain orchards and other agricultural uses. The population density for this category could be as high as 1.4 persons per acre, assuming an average household size of 2.8 persons per dwelling unit.

c. (LD) Low Density (3 dwelling units/acre maximum)

This designation is intended for residential development characterized by quality single family homes on large lots at least one-third of an acre in size. Clustered single family development may also be encouraged within this designation to minimize grading requirements and impacts to environmentally sensitive areas. Low Density residential has been located on the Land Use Plan in some areas where services are not immediately available but can extended without causing substantial over-extension of facilities. The population density within this category could be as high as 8.4 persons per acre, based on an average household size of 2.8 persons per unit.

d. (LMD) Low Medium Density (6 dwelling units/acre maximum)

This designation is for quality single family homes in either standard subdivision form or innovative designs which utilize clustering, zero lot line, or planned development features. This designation is intended for areas of generally level topography with available public services and infrastructure. Low Medium Density has been located in some areas where services are not immediately available but can be extended without causing substantial over-extension of facilities. The population density within this category could be as high as 16.8 persons per acre, based on an average household size of 2.8 persons per unit.

e. (MD) Medium Density (12 dwelling units/acre maximum)

This designation is intended for a wide range of residential development types including attached and detached single family units at the lower end of the range and multiple family units at the higher end of the density range. Medium Density residential is located to provide a transitional buffer

between Low Medium Density and High Density or Commercial and Office uses. Medium Density is located in some areas where services are not immediately available but can be extended without causing substantial over-extension of facilities. Based on an average household size of 2.8 persons per unit, the population within this category could be as high as 33.6 persons per acre.

f. (MHD) Medium High Density (18 dwelling units/acre maximum)

This designation is intended for multiple family attached units. Medium High Density residential is located in some areas where services are not immediately available, yet may be extended without causing substantial over-extension of facilities. Based on an average household size of 2.8 persons per unit, the population within this category could be as high as 50.4 persons per acre.

g. (HD) High Density (24 dwelling units/acre maximum)

This designation is intended for multiple family attached units at the lower end of the density range and apartment or condominiums at the upper density range. Properties within this category are intended to utilize innovative site planning and design techniques to be sensitive to the character and density of surrounding residential. Such site design techniques should also be used to minimize noise, light and other impacts from nearby non-residential activities. Areas developed under this designation should contain adequate access to streets of collector capacity. High Density residential developments should provide on-site recreational amenities and common open space. This category is located in close proximity to major community facilities, business centers, transit systems and required infrastructure. Assuming an average household size of 2.8 persons per unit, areas in this category could contain as many as 67.2 persons per acre.

h. Mixed Use

This designation is intended to provide for a creative mix of commercial and residential uses to encourage a healthy urban environment in the more urban and redevelopment areas. The Mixed Use designation will provide for approxi-

mately 60 percent residential uses (not to exceed 24 dwelling units per acre), and approximately 40 percent commercial uses (at a probable floor area ratio of .50 and a maximum floor area ratio of .75).

i. Neighborhood Commercial

This designation includes neighborhood shopping centers and small convenience centers which provide for the day-to-day retail goods and services required by residents in the immediate vicinity. The Neighborhood Commercial designation is intended to provide a concentration of retail uses including, but not limited to, personal services, food and general merchandise stores, eating establishments, and repair stores. Neighborhood Commercial centers should be compatible in design and scale with adjacent residential districts. Allowable development intensities in Neighborhood Commercial areas would be up to 13,068 square feet per acre or a floor area ratio of 30 percent.

j. Tourist Commercial

This designation is intended to provide strategically located commercial and recreational centers to meet the needs of tourists and recreation enthusiasts. Tourist Commercial uses would include restaurants and convenience stores, rental shops, motels, boat sales establishments, museums, gift shops and entertainment centers. The Tourist Commercial designation on Main Street at the I-15/Main Street interchange is specifically intended to be a "gateway" into the city with uses that are oriented to the needs of freeway travelers and tourists. Development within this category could reach densities of 15,246 square feet per acre or a floor area ratio of 35 percent.

k. General Commercial

This designation is intended to provide for a wide range of retail and service activities including department stores, restaurants, hotels, theaters, offices and specialized services. General Commercial has been located to encourage consolidated centers of activity with direct access to major roads and freeway interchanges. General Commercial areas are intended to be of high quality design and pedestrian oriented and shall contain sufficient off-street parking. The

maximum density of development under this designation is 17,424 square feet per acre or a floor area ratio of 40 percent.

l. Commercial Office

This designation is to primarily provide for office and administrative uses. Limited commercial activities including art galleries, restaurants, office support services, and medical clinics would be compatible with this designation if design and operation are harmonious with the character of an office environment. The Commercial Office designation has been located to provide a transitional buffer between residential districts and commercial or industrial districts. The maximum density of development under this designation is 21,780 square feet per acre or a floor area ratio of 50 percent.

m. Freeway Business

This designation provides for large floor area uses including office or commercial and manufacturing uses that require large display or storage areas. Uses intended under this designation include home furnishing and improvement centers, industrial supply businesses, equipment sales and service, auto dealerships, large office buildings, and regional commercial developments. Limited manufacturing and wholesale distribution centers are also compatible with this designation. Freeway Business has been located to minimize truck traffic on collector or local streets, provide good access to I-15 and provide good visibility for the commercial aspects of the businesses. The maximum allowable densities under this land use category would be 32,670 square feet per acre or a floor area ratio of 75 percent.

n. Limited Industrial

This designation establishes limited industrial areas where uses such as manufacturing, assembly, electronics, warehousing, machine repair shops and other non-hazardous and low nuisance industrial uses are appropriate. Limited Industrial areas are to be protected from intrusion by housing, non-supporting commercial activities and other inharmonious uses. Special landscaping to screen or buffer outdoor storage areas and appropriate development criteria for a

quality appearance is intended for this designation. Industrial areas have been grouped in the city and sphere to minimize infrastructure costs and to encourage the growth of secondary support services. Limited Industrial areas are located close to major transportation facilities and should be developed with an efficient internal circulation system of industrial streets. Maximum allowable densities for Limited Industrial areas are 15,246 square feet per acre or a floor area ratio of 35 percent.

o. Business Park

The primary purpose of areas designated Business Park is to provide for light industrial, research and development, support service uses and office-based firms seeking an attractive environment and a prestigious location. This land use category permits a limited amount of business, commercial, and personal services that directly serve the users and employees of the Business Park. The Business Park is not intended to include uses that generate noise, odor, glare or negative visual impacts that cannot be mitigated, or other effects that could be harmful to life or nearby property. It is intended that allowed uses and storage of supplies, equipment or materials be contained within an enclosed building. Landscape, site design and architectural standards are to provide for a high quality business environment that attracts stable employers to the city. The city shall encourage site design to include common open space areas for outdoor activities, and a pedestrian trail system to minimize travel by car. Maximum allowable densities for Business Park areas are 17,424 square feet per acre or a floor area ratio of 40 percent.

p. Public/Institutional

This designation indicates areas owned and maintained by public agencies such as school districts, water districts, utility companies, the County of Riverside and the city. Appropriate uses for this designation include schools, roads, utility substations, sewage treatment plants, civic facilities and cemeteries. Although churches and civic uses have not been designated on the Land Use Plan map, these uses are appropriate, subject to a Conditional Use Permit, within the residential, commercial and commercial office designations.

The maximum density for Public/Institutional uses is 8,712 square feet per acre or a floor area ratio of 20 percent.

q. Open Space/Recreation

The Open Space designation is intended for public and private areas of permanent open space including, state and local parks, Bureau of Land Management lands, the Cleveland National Forest and golf courses. In addition, this land use category indicates lands acquired by exaction, easement, fee and other methods sanctioned by state and federal law to preserve areas of biological and cultural significance and areas with development constraints due to topography, geologic instability, flooding and other hazards. Only accessory buildings or those structures related to public parks and recreation facilities are intended for open space lands under the city's jurisdiction. Although no maximum building density is defined for these areas, any structures constructed should be at a scale that is compatible with the recreation site.

r. Floodway

The Floodway designation within the Land Use Element and as depicted on the Land Use Map is applied to specific areas primarily in the downtown core area of the city which either currently serve as, or have approved improvement plans for, flood control/lake management facilities. The purpose of designating these areas as "Floodway" is to identify only those facilities within the area which have concentrated previous floodplain into an improved ultimate 100-year flood facility, allowing reclamation of previously impacted existing and proposed adjacent developments. These areas include improvements such as the Temescal Wash outflow channel, located behind the central business district, and the San Jacinto River inlet channel and levee located along the south end of the lake.

The areas designated "Floodway" on the Land Use Map are distinguished from several other floodplain areas located within the Study Area. According to the Federal Emergency Management Agency (FEMA), these other floodplain areas currently still pose potential flood hazards to adjacent properties due to the lack of either improved or approved future flood control facility projects. These unimproved

floodplain areas are mapped in the Public Safety and Urban Services Element, which collectively categorizes these areas as "floodways" as defined by FEMA or as unmapped drainage courseways. Future developments proposed within these areas will need to address flood hazards, and will need to have consistency findings made by the city with the goals, objectives and policies relating to floodway hazards within the Public Safety and Urban Services Element of the General Plan.

There is no development density or intensity assigned to the Floodway designation on the Land Use Map since these areas are planned as permanent flood control facilities.

s. Specific Plan Areas

This designation requires the preparation of a specific plan that is consistent with the requirements of Section 65451 of the California Government Code which defines a specific plan to include "all detailed regulations, conditions, programs and proposed legislation which shall be necessary and convenient for the systematic implementation" of each of the mandated elements and any optional elements adopted by the city as part of the general plan. The section goes on to require that a specific plan include "regulations, conditions, programs and proposed legislation" regarding:

- The location of and standards for land uses and facilities;
- The location of and standards for streets, roads and other transportation facilities;
- Standards for population density and building intensity and provisions for supporting services;
- Provisions for implementing the Open Space Element; and
- Other appropriate measures.

The Land Use Element specifies the uses that are intended for each Specific Plan Area. Specific Plan Areas designated for residential are encouraged to incorporate neighborhood commercial centers or general commercial, if market

supported, to serve the residents of the area. Natural open space, developed park land, trails, and public facilities shall also be provided in accordance with the general plan policies and zoning code regulations.

As is required by state law, all specific plans shall be consistent with the General Plan. Revisions or amendments to adopted specific plans which are in substantial conformance with the intent of the General Plan will not require a General Plan Amendment. All proposed specific plans, and revisions or amendments to adopted specific plans shall prepare and submit a General Plan consistency analysis to the city for evaluation.

The city shall encourage the preparation of specific plans for areas which may not be designated as a Specific Plan Area on the Land Use Plan, but are deemed appropriate for specific plan requirements.

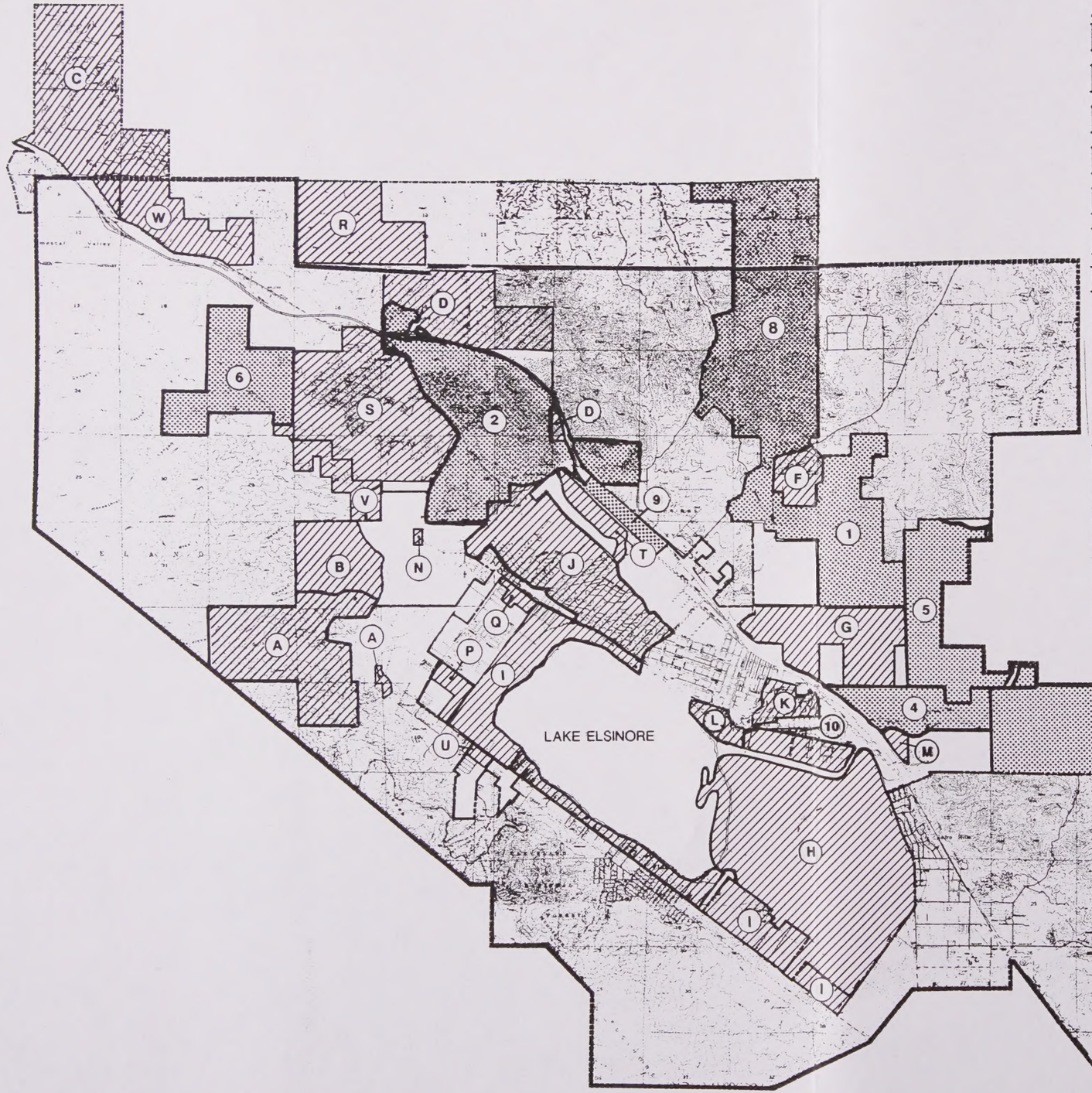
1) Adopted Specific Plan Areas

The approved specific plans within the Study Area include the following:

- Ramsgate Specific Plan
- Alberhill Ranch Specific Plan
- Cottonwood Hills Specific Plan
- Summerhill/Canyon Creek Specific Plan
- Tuscany Hills Specific Plan
- Lakeshore Specific Plan
- Lake Elsinore Outlet Center
- North Peak Specific Plan
- Horsethief Canyon Specific Plan (County)
- The Farm Specific Plan (County)

The specific plan documents are available for reference at the City Planning Department. The location of each Specific Plan Area is shown on Exhibit III-1.

In addition to approved specific plans, the city has also adopted a plan for the Historic Downtown Elsinore Area. This area is one of the oldest, most established parts of the city. A land use plan and design guidelines for the Historic Downtown Elsinore Plan were adopted by the City Council in October



APPROVED

1. RAMSGATE
2. ALBERHILL RANCH
3. COTTONWOOD HILLS
4. SUMMERHILL / CANYON CREEK
5. TUSCANY HILLS
6. HORSETHIEF CANYON
7. THE FARM
8. NORTH PEAK
9. LAKE ELSINORE OUTLET CENTER
10. LAKESHORE

FUTURE

- A LAGUNA HEIGHTS
- B LA LAGUNA ESTATES
- C TEMESCAL RANCH
- D NORTH ALBERHILL RANCH
- F TO BE NAMED
- G TO BE NAMED
- H EAST LAKE
- I LAKE EDGE
- J COUNTRY CLUB HEIGHTS #1
- K COUNTRY CLUB HEIGHTS #2
- L MARINA VILLAGE
- M ELSINORE CITY CENTER
- N SANTA ROSA
- P TO BE NAMED
- Q TO BE NAMED
- R TO BE NAMED
- S PACIFIC CLAY
- T TO BE NAMED
- U TO BE NAMED
- V TO BE NAMED
- W TO BE NAMED

Specific Plan Areas
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT III-1

1989. The city has been preparing revisions to the adopted Plan and Guidelines for future adoption. Copies of the documents are available at the City Planning Department.

The adopted Historic Elsinore Downtown Plan guides the redevelopment of the downtown area through land use and design controls. The Plan applies to all new construction and additions to private property. The design guidelines are intended to preserve and enhance the character of downtown Lake Elsinore, by encouraging good design and creative solutions to improvements, additions, or alterations.

As adopted, the land uses in the Historic Elsinore Downtown Plan area will include Neighorhood Commercial, Tourist Commercial, Commercial Office, Public/Institutional, and a range of residential uses. Neighborhood Commercial is intended to be the predominate use along Main Street from Lakeshore Drive to Pottery Street. North of Pottery Street to the I-15/Main Street interchange, visitor-serving (tourist) commercial uses will be allowed. Professional office uses on Main Street may be integrated with commercial uses or located behind commercial uses along Spring Street. The conversion of existing residential uses along Graham Avenue to commercial and office uses is encouraged by the plan. High density residential is most appropriate bordering the commercial/office. Residential densities progressively decrease away from the commercial core.

2) Future Specific Plan Areas

The city has designated a number of areas within the Study Area as Future Specific Plan Area. The location of each Future Specific Plan Area is shown on Exhibit III-1. The general character of development within each Future Specific Plan Area is defined below. Some of the major issues to be addressed in the future specific plans are identified as well. Unless specified otherwise, no new development will be permitted within any Future Specific

Plan Area until a Specific Plan is adopted and all necessary development permits are obtained.

a) Specific Plan Area A - Laguna Heights

The proposed Specific Plan Area is located west of the lake within the city's sphere of influence. Access will be from the future Grand Avenue extension. McVicker Canyon runs through the northwestern edge of the property. The residential land use density for the 1,200-acre Specific Plan Area will be a maximum of 3 du/acre. The specific plan for Laguna Heights should address such issues as potential flooding from McVicker Canyon; visual impact of hillside development; the management of biological communities of concern including alluvial sage scrub and coastal oak habitat found onsite; and the loss of significant mineral deposits designated by the State of California. Clustering of development is encouraged. Non-residential uses should be limited to neighborhood commercial if supported by a market study, open space, recreational uses, and any public facilities necessary to support the project.

b) Specific Plan Area B - La Laguna Estates

The proposed Specific Plan Area is located on the western edge of the city and is bisected by McVicker Canyon. Rice Canyon borders the northern edge of the property. A residential density of a maximum of 3 du/acre will be allowed for the 489-acre Specific Plan Area. The Specific Plan should address such issues as the compatibility of development with adjacent mining activities; the loss of significant mineral deposits as defined by the state; flood hazards from McVicker and Rice Canyons; the provision of adequate fire protection; and the impacts of development on threatened and endangered species potentially located onsite including the orange-throated whiptail and northern harrier. Clustering of

development is encouraged. Non-residential uses should be limited to neighborhood commercial if supported by a market study, open space, recreational uses, and any public facilities necessary to support the project.

c) Specific Plan Area C - Temescal Ranch

The proposed Specific Plan Area is located north of I-15 and Temescal Canyon Road outside of the city's current sphere of influence. The residential land uses for the 1,000-acre Specific Plan Area will be a maximum density of 2.5 du/acre. Other uses may include neighborhood commercial development if supported by a market study, open space, recreational uses, and any public facilities necessary to support this project. The Specific Plan for this area should address such issues as wildlife hazards; the provision of police and fire service; and the impact of development on species and communities of concern located onsite.

d) Specific Plan Area D - North Alberhill Ranch

This proposed Specific Plan Area is located within the project area of the approved Alberhill Ranch Specific Plan. While the Alberhill Ranch Specific Plan has been adopted, an adjacent 925-acre area, herein referred to as North Alberhill Ranch, has not received approval. That area will be the subject of a subsequent Specific Plan. The North Alberhill Ranch Specific Plan should address such issues as the reclamation of mining sites adjacent to or for development; visual impacts of hillside grading; and the impact of development on the biological resources along the Temescal Wash. Residential development may be permitted at a density of 3 du/acre maximum. Non-residential uses should be limited to neighborhood commercial if supported by a market study, open space, recre-

ational uses, and any public facilities necessary to support the project.

e) Specific Plan Area F - To Be Named

The proposed Specific Plan Area is located adjacent to the approved Ramsgate Specific Plan Area within the city's sphere of influence. The 184-acre Specific Plan Area will accommodate residential development at a maximum density of 6 du/acre. Issues to be addressed include hillside grading impacts; compatibility of development to adjacent uses; and project impacts on biological resources including potential Stephens' kangaroo rat habitat. Non-residential uses should be limited to neighborhood commercial subject to market analysis, open space, recreation, and any public facilities necessary to support the project.

f) Specific Plan Area G - To Be Named

The 651-acre proposed Specific Plan Area is located north of the I-15 and west of the Tuscany Hills Specific Plan Area. A residential land use at a maximum density of 3 du/acre will be accommodated. In preparing the Specific Plan, the issues to be addressed should include the visual impact on hillside grading and development from the I-15 and the lake area; and the impact to threatened or endangered species, including the orange-throated whiptail and Cooper's hawk, as well as communities of concern located onsite. Non-residential uses shall be limited to tourist commercial, neighborhood commercial if supported by market analysis, open space, recreation, and any public facilities necessary to support the project.

g) Specific Plan Area H - East Lake

The proposed Specific Plan Area is bordered by the eastern edge of the lake, Mission Trail,

Lakeshore Drive and Rome Hill. Development of this 3,030-acre area will be feasible as a result of the lake stabilization project which involves construction of a levee on the northern and western edge of the project area to control runoff from the San Jacinto River. Upon completion of the levee and improvements to the outflow channel, the land in the Specific Plan Area may be reclaimed from the lake's floodplain area for development. The Specific Plan Area is intended to provide a range of housing types, tourist-oriented uses, regional and local commercial activities, and a variety of recreational uses, including private air sport activities at Skylark Airport.

Interim Development Requirements: Prior to the preparation and adoption of the Specific Plan, the current municipal codes, including zoning, subdivision, building and construction, streets and sidewalks, and public health and safety shall apply to proposed projects. In addition to other application requirements, a conditional use permit shall be required.

h) Specific Plan Area I - Lake Edge

The proposed 1,600-acre Lake Edge Specific Plan Area encompasses the area from the lake edge to Lakeshore Drive, Riverside Drive and Grand Avenue. Preparation of the specific plan will be a joint city/county effort. The Specific Plan Area is currently characterized by older residential development along Grand Avenue; trailer parks, a state park, and scattered commercial uses along Riverside Drive; and a small number of residences along Lakeshore Drive. The primary goals in implementing a specific plan for the lake edge include increasing public access to the lake; comprehensively planning for tourist-oriented uses; providing for additional housing that is designed to maximize views and recreational opportunities afforded by the lake; and imple-

menting design standards to improve the urban form and aesthetics along the lake edge. Development within the Specific Plan Area will be feasible as a result of the lake stabilization project which will allow land to be reclaimed for development from the floodplain area. The issues to be addressed include implementation and coordination between jurisdictions; upgrading of water and sewer service; urban runoff into the lake; public access and recreation; and the management of significant biological resources found within the littoral shoreline habitat.

Interim Development Requirements: Prior to the preparation and adoption of the Specific Plan, the current municipal codes, including zoning, subdivision, building and construction, streets and sidewalks, and public health and safety shall apply to proposed projects. In addition to other application requirements, a conditional use permit shall be required.

i) Specific Plan Area J and K - Country Club Heights

The proposed Specific Plan is applied to the two areas known together as Country Club Heights, located northwest and east of the central business district. Area J at 1,312 acres and Area K at 161 acres are both characterized by multiple ownerships, steep slopes, unstable soils, and infrastructure constraints including an inadequate sewage disposal system, inadequate water pressure in some areas, a currently inadequate water supply and an undeveloped and poorly designed circulation system. Many of the infrastructure constraints are a result of the antiquated subdivision pattern, established in the 1920s, that has precluded orderly and substantial development in the area under existing zoning, grading and building requirements.

The future Specific Plan(s) are intended to provide for a range of housing densities and some limited commercial and industrial uses. Residential development patterns and densities will be determined by the specific plan(s) with regard to the physical constraints here noted as well as the feasibility of lot consolidation. Consolidation of multiple lots into viable building sites is to be an objective of the Specific Plan(s). The average residential density will be 6 du/acre. The two areas of Country Club Heights may be treated as independent Specific Plans or as a single overall Specific Plan.

Medium density residential in clustered or multifamily development is an appropriate use along Riverside Drive and Lakeshore Drive. No direct access to dwelling units should occur from these arterials. Commercial uses may be allowed along Riverside Drive, Lakeshore Drive and Strickland Avenue. Commercial development shall be evaluated based on compatibility with surrounding residential, traffic impacts, sewage disposal, and other criteria deemed appropriate by the City Planning Department. Limited Industrial is an appropriate use along areas of Strickland Avenue between Chaney Street and Riverside Drive, provided that site orientation minimizes negative visual impacts to nearby residents, adequate buffering is provided; and noise, odor and other potential environmental impacts are mitigated. The significant habitat areas and biological resources within the area including the least Bell's vireo habitat shall be protected as required by state and federal law.

j) Specific Plan Area L - Marina Village

This 71-acre multiple ownership Specific Plan Area is located at the southern end of the downtown area. The Specific Plan is intended to provide for a comprehensively planned

development permitting public/institutional uses, commercial, tourist commercial, and residential uses not to exceed a maximum density of 18 du/acre. The issues to be addressed in the Specific Plan include the interface between the office development and existing senior citizen center, urban runoff into the lake, public access and recreation, and the realignment of Lakeshore Drive. Floor area ratios would be permitted up to a maximum of .50 FAR for office and and .40 FAR for commercial uses.

k) Specific Plan Area M - To Be Named

This Specific Plan Area is located adjacent to and north of the I-15 corridor. The 50-acre area is well suited to freeway business uses at .75 FAR and commercial office uses at .50 FAR. Issues to be addressed within the Specific Plan are public access, visual quality, compatibility with adjacent uses and flooding potential.

l) Specific Plan Area N - Santa Rosa

This Specific Plan Area is an 18-acre site consisting of two parcels, nine acres each in size, bisected by Orange Grove Way and fronting on Robb Road. This site is adjacent to Terra Cotta Junior High School and a single-family neighborhood. The Specific Plan prepared for the Santa Rosa project must demonstrate considerable sensitivity to the adjacent uses and the routes to school of the surrounding neighborhood children. No commercial uses on this site shall be adjacent to the school or residences. The Specific Plan shall specify the range of acceptable land uses for this site. Uses allowed will be those that have minimum physical impact on this otherwise residential setting. The maximum development intensity shall not exceed .40 FAR for non-residential uses and 12 du/acre for residential uses.

m) Specific Plan Area P - To Be Named

This Specific Plan Area is a 115-acre site located just west of the lake and fronting Grand Avenue and Machado Street. The development of this property may consist of a wide range of land uses. General Commercial and Tourist Commercial uses may be appropriate for the Riverside Drive frontage, while single-family use would be most appropriate along Machado Street. Multiple family housing, at a density not exceeding 18 du/-acre, may be appropriate if access is feasible along Riverside Drive.

n) Specific Plan Area Q - To Be Named

This 64-acre Specific Plan Area consists of multiple landowners. The site is located along the south side of Lakeshore Drive between Riverside Drive and Machado Street. The development of this Specific Plan may consist of a community commercial shopping center at the east end of Riverside Drive, and along Machado. In between the commercial uses may be a series of multifamily residential projects, some of which may have maximum densities of 18 du/acre.

o) Specific Plan Area R - To Be Named

This 840-acre site is located in the hillside area north of Interstate 15 in the Temescal Valley. The development intensity shall be a maximum of three dwelling units per acre. The Specific Plan shall address the need for sensitive grading so as to minimize negative impacts on the topography and visual prominence of this area.

p) Specific Plan Area S - Pacific Clay

This 1,460-acre site is located on the Pacific Clay property west of Lake Street and south of Interstate 15. When this mining area is

completed the reclamation and ultimate use of this area will be a planned residential community. The development intensity of this area shall be a maximum of 6 du/acre. Also included may be non-residential land uses such as Neighborhood Commercial and others suited to the freeway access and proximity. The resource mining and related manufacturing activities will be permitted uses in the Specific Plan.

q) Specific Plan Area T - To Be Named

This 163-acre area, while currently within a floodplain zone, has some development potential for Limited Industrial use. The Specific Plan for this area will have to address methods of land development that can be sensitive to the wetland features and flooding conditions of this site.

r) Specific Plan Area U - To Be Named

This 15.4-acre site is located at the southwest corner of Grand Avenue and Ortega Highway (SR-74). The land use most appropriate for this site is Neighborhood Commercial, however, some Tourist Commercial or multifamily use may also be considered. Any proposed multifamily development should either be tourist oriented (condominiums), retirement, or senior citizen housing. Multiple family housing should be designed with primary access from Grand Avenue and integrated with the site's commercial uses. Maximum development potential for commercial uses shall be .40 FAR and a maximum of 18 du/-acre for residential uses.

s) Specific Plan Area V - To Be Named

This site is approximately 264 acres located north of Rice Canyon and south of the Pacific Clay Specific Plan Area. The development

intensity for this area shall not exceed 3 du/acre.

t) Specific Plan Area W - To Be Named

This 575-acre site is located along the Temescal Wash, immediately north of Lee Lake. The development intensity of the site shall not exceed 3 du/acre for residential use. Non-residential uses ranging from Neighborhood Commercial to Limited Industrial may be appropriate if compatibility with adjacent land uses can be demonstrated. This site is varied in terrain and prominent in view from Interstate 15, thereby warranting careful methods of grading and site planning.

2. RESOURCE PROTECTION, PUBLIC SAFETY AND COMMUNITY DESIGN OVERLAYS

As part of the general plan process, information concerning resource protection, public safety and community design has been mapped and incorporated into the appropriate elements. These maps serve as overlays or supplements to the Land Use Plan. The purpose of the overlays is to ensure that natural and man-made features, hazards and conditions of importance found within the Study Area are adequately incorporated into the land use planning process. The information provided in the overlay maps may lead to the restriction or conditioning of particular land uses designated by the Land Use Plan. The overlay zoning districts shall be used by the city in conjunction with the Land Use Plan to make determinations regarding the consistency of development proposals with the general plan.

The following maps of the general plan constitute the overlay system:

- Open Space and Conservation Element maps:
  - Mineral Resources
  - Cultural Resources
  - Existing Vegetation
  - Species/Communities of Concern
  - Hydrology
  - Open Space/Conservation Plan
- Parks and Recreation Element maps:
  - Existing and Future Recreational Facilities

- Public Safety and Urban Services maps:
  - Geologic Conditions
  - Flood Zones
  - Public Services

- Community Design Element map:
  - Aesthetic Resources

- Circulation Element maps:
  - Roadway Classifications Map
  - Bikeway Plan

The overlay system in conjunction with the Land Use Plan, provides the city with an information base to assist in:

- Evaluating development proposals on a site specific basis; and,

- Determining appropriate overlay zoning to be superimposed upon the base districts of the Zoning Map.

F. LAND USE ELEMENT IMPLEMENTATION PROGRAM

1. ZONING

Zoning is the primary instrument for implementing the general plan. Lake Elsinore's General Plan is a 20-year plan, while the zoning code and zoning map respond to shorter-term needs and conditions. The city zoning ordinance regulates land use by dividing the community into districts or "zones" and specifying the uses which are to be permitted and prohibited within each district. Zoning maps and regulations must be consistent with the land uses, objectives, policies and implementation measures of the general plan.

Following adoption of this general plan, the city shall undertake a comprehensive review and revision of the zoning map and regulations. The timing of the rezoning is linked to the general plan policies regarding growth and economic development. Such timing is particularly important in rural areas designated for future urbanization. Rezoning should be accomplished in stages corresponding to renewal, public improvements, major developments and other appropriate conditions that allow for orderly growth and encourage preferred commercial and business activities.

The establishment of the following new zones is recommended: Mountainous Residential, Very Low Density Residential, Low Density Residential, Medium High Density Residential, Mixed Use, Business Park, and Freeway Business.

It is also recommended that the city adopt by ordinance a Planned Unit Development (PUD) district. This district is intended to be a floating zone that is not given a specific location on the zoning map until a property owner or developer applies for the designation. PUDs are usually characterized by comprehensive planning of site development, clustering of structures, and a mixture of housing types and land uses. Density may be transferred within a PUD area provided it conforms to the goals, objectives and policies of the Land Use Element. Density bonuses may also be allowed through the PUD ordinance provided at least one of the following criteria are met:

- A public amenity or facility is provided, preserved or enhanced which would otherwise require public funding; or

- A public or quasi-public amenity or facility is provided above and beyond normal requirements or expectations.

In addition, the city shall evaluate the existing overlay districts in the zoning code and revise or add new overlay districts to achieve consistency with the general plan.

Table III-5 is the General Plan/Zoning Compatibility Matrix that identifies the zoning districts that are compatible with the general plan use designations. More than one zoning classification may be consistent with any one of the general plan's land use categories. The matrix can be used as a guide to determine the appropriate zoning for an area and uses that should be subject to a conditional use permit or other restriction.

2. PREZONING

The city may prezone territory adjoining city property within the adopted sphere of influence. Although prezoning has no regulatory effect until the property is annexed, it is a measure to encourage annexations and to logically plan land use and development activities. Prezoning is subject to the same requirements applicable to zoning in the city including the requirement for consistency with the general plan.

TABLE III-5

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

Zoning Districts		General Plan Designations																			
		MTN	VLD	LD	LMD	MD	MHD	HD	MU	NC	TC	GC	CO	LI	FB	BP	FSPA	SPA	PI	F	OS/R
Residential	RR		●	●													●	●			
	RA			●													●	●			
	RH			●	○												●	●			
	R-1				●	●	●	●									●	●			
	R-2					●	●	●	●								●	●			
	R-3							●	●								●	●			
	MC					●	●										●	●			
Commercial	C-O								●			●	●		○		●	●			
	C-1								●	●	○	●					●	●			
	C-2								●	○	○	●			●	○	●	●			
	C-P								●		●	○					●	●			
Industrial	C-M													○	●	○	●	●			
	M-1													●		○	●	●			
	M-2													●		○	●	●			
Specific Plan	SFD	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●		
Open Space	OS																●	●	●	●	●
	R																●	●	●	●	●
New Zone Recommended		N	N	N			N		N						N	N					

Legend

- ● - Zones that are compatible with General Plan designations.
- ○ - Zones that may be compatible under special circumstances.
- ▭ - Zones that are not compatible with General Plan designations.
- N - Formulation of a new zoning district is recommended.

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3. REDEVELOPMENT

Redevelopment, which combines police and corporate powers, is one of the most powerful tools available to the city for implementing the general plan. The City Council has been established as the Redevelopment Agency and three Redevelopment Project Areas have been adopted in accordance with the California Redevelopment Law (Health and Safety Code, Sections 33000 et seq.).

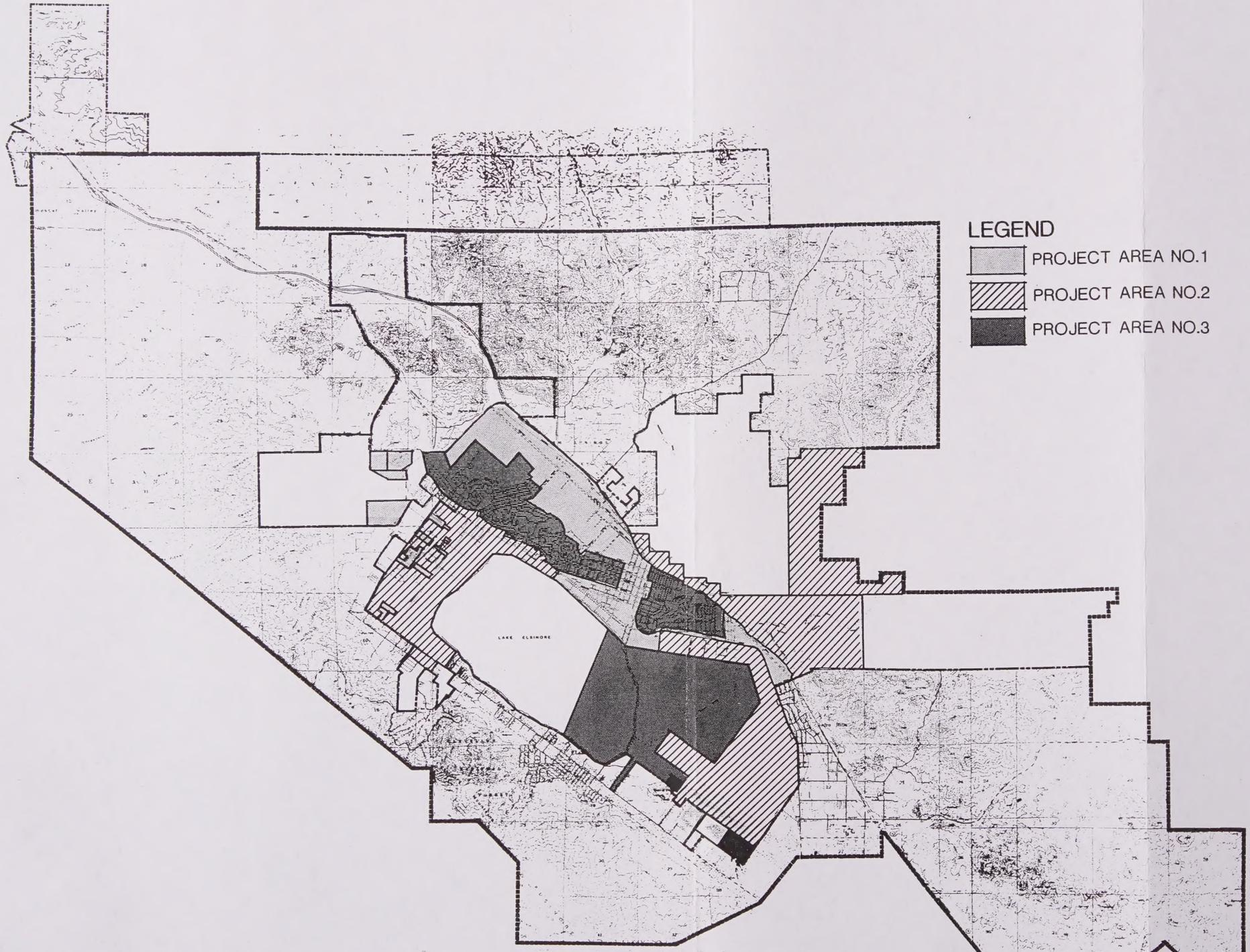
Project Area No. 1 (Exhibit III-2) was adopted September 1980 and amended in July 1981. Project Area No. 2 was adopted in June 1983. Project Area No. 3 was established in September 1987. Over 80 percent of the city is contained within a Redevelopment Project Area. The plans for each project area contain land use and development standards and provide for the acquisition of land, management of property, rehabilitation of structures, relocation of people and businesses, preparation of sites, and the development of buildings or facilities as necessary to achieve the redevelopment plan goals. In addition, each plan contains financing methods and relocation or replacement housing plans. The purpose of the redevelopment plans are to revitalize blighted areas, improve development potential, and to restore or increase the economic vitality of Lake Elsinore.

The city should review the Redevelopment Plans for Project Areas 1, 2 and 3, and update regulations and procedures to implement and establish consistency with the general plan.

4. CAPITAL IMPROVEMENT PROGRAMS

The general plan identifies major capital improvements that will be needed in the future. A comprehensive program of public investment related to these needs is essential to assure that expenditures are properly related to community development issues. The city prepares Capital Improvement Budgets on an annual basis for acquisition, construction, rehabilitation and replacement of public buildings and public facilities including sewer and water, street lights and parks. The city should prepare and review all Capital Improvement Budgets for consistency with the general plan.

A three- or five-year capital improvement program for street improvements which prioritizes road projects will be prepared for the fiscal year 1990. This long-range program will include a priority rating for each project based on general plan considerations, growth factors and needs.



Rancho Laguna Redevelopment Project Areas
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT II-2

5. FUNDING SOURCES

To implement the facilities and provide services specified by the general plan, the city has five principal funding sources: taxes, exactions, fees and assessments, and bonds. The city may control the timing, type and quality of development by exercising its authority to finance and construct public facilities.

a. Taxes: Taxes are generally levied to raise revenue for general government purposes. The range of city taxes includes property taxes, sales and use taxes, occupancy and hotel room taxes, property transfer taxes, utility users taxes, vehicle license taxes and business license taxes. The city may also create community facilities districts in accordance with the Mello-Roos Community Facilities Act of 1982, to levy special taxes within districts to finance new public improvements, police and fire protection, and school construction.

b. Exactions: Exactions are dedications of land, improvements or in-lieu payments that are imposed on new development for the construction of capital facilities. As part of the city subdivision requirements, exactions are imposed for roads, sewers, parks and other facilities. The city may require developers of residential projects to dedicate land or pay in lieu fees for classroom facilities when a school district is unable to alleviate existing overcrowding in the schools (Government Code Sections 65970 et seq.).

c. Impact Fees: Impact fees are levied to finance specific activities, facilities or services that confer a "direct and identifiable" benefit to those paying the fees. Prior to establishing and imposing new fees or increasing existing fees, the city must comply with the following requirements set forth under AB 1600:

   - Identify the purpose and use of the fee;

   - Demonstrate a "reasonable relationship" or "nexus" between the use of the fee and type of development on which the fee is imposed. A reasonable relationship must also be determined between the amount of the fee and proportionate cost of the facility or service to be funded by the development;

- Segregate fees collected from the General Fund; and,

- Make "findings" annually with respect to any unexpended balance.

The city may also levy fees to recover the cost of processing development permits and other entitlements. In addition, the city may charge for sewer and water connections as authorized by the Health and Safety Code.

d. Special Assessments: Special assessments may be used by the city to fund construction of sidewalks, sewers, streets, storm drains, lighting, flood control and other capital facilities provided that a direct benefit can be demonstrated for the property owners being assessed. The city may also issue special assessment bonds that are secured solely by the benefitting properties to finance such capital facilities.

e. General Obligation Bonds: The city may issue General Obligation Bonds and levy a property tax above the one percent Proposition 13 limit upon approval by two-thirds of the voters. General Obligation Bonds may be a viable source of revenue for funding schools, fire stations, and government offices. Revenue bonds provide another significant opportunity to finance the construction of hospitals, parking facilities, bridges, auditoriums, and other facilities. The repayment of revenue bonds is the revenue generated by the newly constructed or rehabilitated facility.

6. ANNEXATION

The procedure of annexing property into the City of Lake Elsinore involves the preparation of a Request for Annexation by a landowner which is to be submitted to the city together with a General Plan Amendment and Prezoning application. The city reviews the proposal and completes the Certificate of Filing once the Request for Annexation is accepted. Prior to City Council action, the Planning Commission conducts a duly noticed public hearing and forwards its recommendation to the City Council. If approved by the City Council, an annexation request is forwarded to LAFCO.

Within 30 days of receipt of the annexation application, a determination of completeness or incompleteness is made by the LAFCO executive office. Provided the application is complete, the

LAFCO hearing on the request is scheduled to be held within 90 days of issuing the Certificate of Filing.

State law requires LAFCO to consider several factors when reviewing annexation requests. Factors to be considered by LAFCO (California Government Code Sec. 54796) include the following:

- Population, density, land area and land use, per capita assessed valuation, topography, natural boundaries, drainage basins, proximity to populated areas, likelihood of significant growth during next ten years.

- Need for organized community services, present cost and adequacy of government services and controls, probable future needs, probable effect of change of organization and or alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.

- The effect of the proposed action and or alternative actions on adjacent areas, on mutual social and economic interests and on the local governmental structure of the county.

- Conformity of the proposal and its effects with commission policies on providing planned, orderly, efficient patterns of urban development and with state policies and priorities on conversion of open-space lands to other uses.

- Effect of the proposal on maintaining the physical and economic integrity of lands in an agricultural preserve in open-space uses.

- Definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.

- Conformity with appropriate city or county general and specific plans.

- The sphere of influence of any agency which may be applicable to the proposal being reviewed.

If an annexation request is approved by LAFCO, LAFCO files all necessary documents with state and county agencies and transmits a Notice of Completion to the city.

Open Space/ Conservation Element

IV. OPEN SPACE/CONSERVATION ELEMENT

A. INTRODUCTION

1. OVERVIEW

The City of Lake Elsinore is currently in a transitional stage of growth from a small, semi-rural recreational town to an urbanized community. The City of Lake Elsinore and the city's sphere of influence have a number of valuable natural resources, including those of biological and mineral significance, as well as physical significance in terms of landforms and Lake Elsinore. The Study Area also contains hundreds of acres of national forest lands and state owned open space lands. Lake Elsinore's unique environment affords the city the opportunity to encourage development while at the same time promoting the wise management of resources and open space for the benefit of the citizens of the community.

The Open Space/Conservation Element is intended to identify natural and man-made resources within the city, as well as to aid in the development of policies and implementation programs that will encourage the conservation, protection, and proper management of these resources. By identifying and encouraging the proper management of the community's resources, the city can assure their continual availability, appreciation and enjoyment.

The Open Space/Conservation Element specifically addresses the following:

- Biological Resources
- Water Resources
- Energy Conservation
- Air Resources
- Cultural Resources
- Open Space and Visual Resources
- Mineral Resources
- Agricultural Resources

2. AUTHORIZATION

State legislation requires the inclusion of an Open Space Element (Government Code Section 65302(c)) and a Conservation Element (Government Code Section 65302(d)) in all local government general plans.

State legislation (Government Code Section 65561) declares that the preservation of open space land is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources. The legislation further mandates that cities, as well as counties and the state, make definite plans for the preservation of valuable open-space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations.

Land designated as open space may be utilized for the preservation of natural resources, including plant and animal life, as well as waterways. The designation of open space is also required for the managed production of resources including agricultural lands, areas required for recharge of ground water basins, and areas containing major mineral deposits. Open space may also be used for outdoor recreation. Open space for public health and safety purposes may include areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, floodplains, watersheds, and areas required for the protection of water and air quality.

State legislation requires a Conservation Element for the conservation, development, and utilization of natural resources. Significant resources may include waterways, agricultural soils, wildlife, minerals, energy and air resources, cultural resources, and other natural assets. The Conservation Element may further cover the prevention, control and correction of soil erosion, the prevention and conservation of watersheds, and flood control conservation methods to protect land in stream channel areas.

Public Resource Code Section 2762 mandates that every lead agency, in accordance with state policy, establish mineral resource management policies to be incorporated in its general plan. Such policies should recognize mineral information classified by the State Geologist and transmitted by the State Mining and Geology Board; assist in the management of land use which affects areas of statewide and regional significance; and emphasize the conservation and development of identified mineral deposits. The State Mining and Geology Board has reviewed the mineral resource goals, objectives, policies and programs contained in this Element.

B. BIOLOGICAL RESOURCES

1. EXISTING CONDITIONS

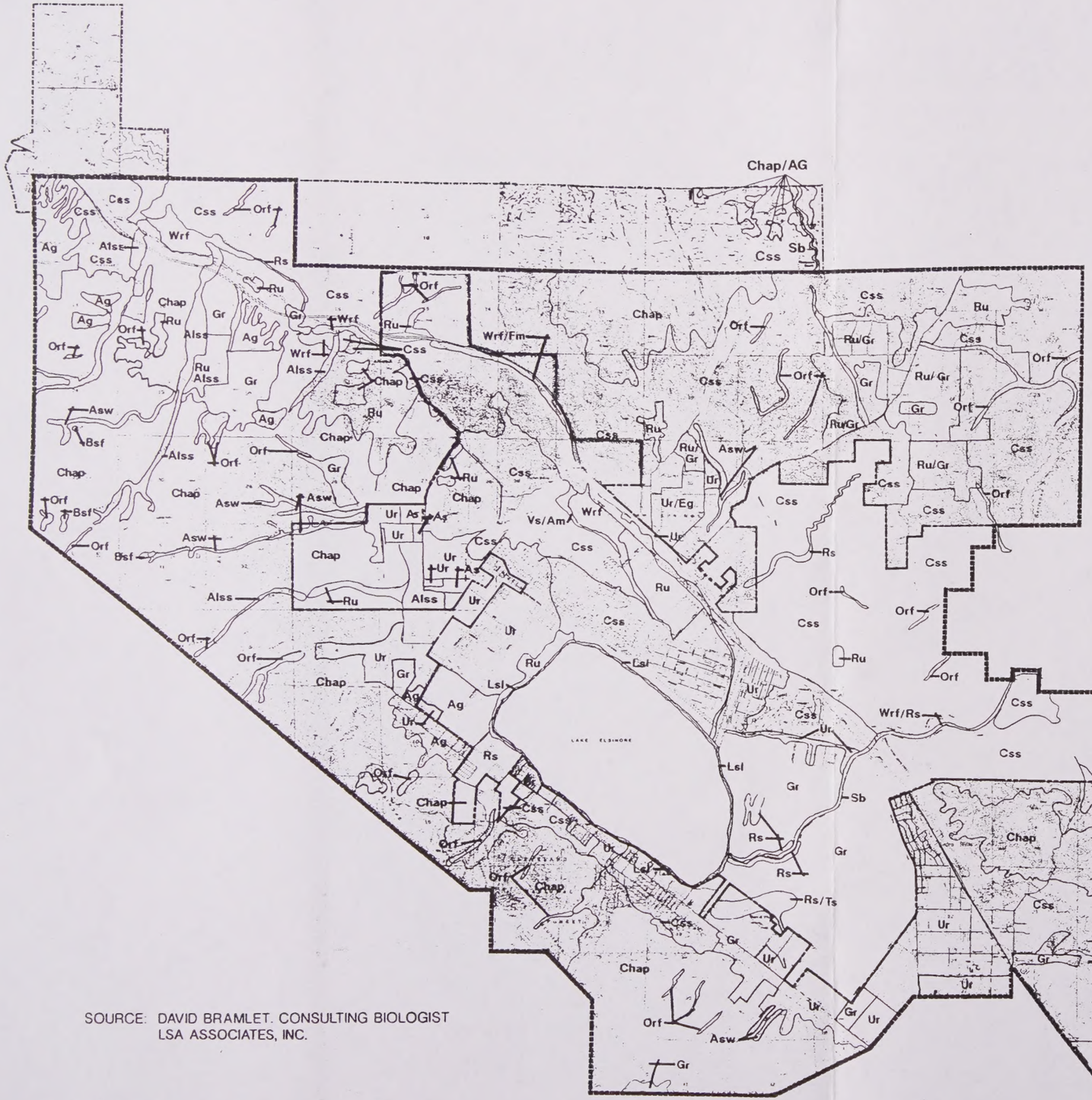
The biological environment of the Study Area consists of native plants, wildlife and threatened and/or endangered species. A biological study was conducted by Dave Bramlet in September 1989, consisting of a field investigation and a literature search of all current biological resource information. The results of this research effort were compiled into a detailed report which is included in the General Plan Technical Appendices. A discussion of each of the habitat communities within the Study Area as well as a complete listing of vegetation and wildlife species can be found in this report. A summary is contained in this element, as well as the Environmental Impact Report for the General Plan.

a. Vegetation

Vegetation plays an important role in the natural environment by providing food, shelter and other resources for wildlife. The majority of plant life found in the Lake Elsinore area falls within six categories: coastal sage scrub, chaparral, grasslands, woodlands and forest, riparian, wetland, and ruderal. Exhibit IV-1 shows the vegetation within the Study Area.

1) Coastal Sage Scrub

The area in the vicinity of Lake Elsinore is generally characterized by an open, coastal sage scrub. The coastal sage scrub community usually occurs at elevations below 3,000 feet. Two types of sage scrub occur in Lake Elsinore: Diegan sage scrub and Riversidian sage scrub. Coastal sage scrub grows to be two to three feet high. In between the shrubs, a variety of perennial and semi-woody species exist. The shrub canopy also contains many openings which allow for the development of annual and perennial grasses. The Riversidian sage scrub is a more xeric community which contains a lower and dense scrub density which results in a reduced understory cover. This community is often characterized by monotypic stands of interior flat-top buckwheat and/or brittlebush. Other shrubs found mixed within this community include California sagebrush, California match



NOTE: THE LEGEND IDENTIFYING THE EXISTING VEGETATION FOLLOWS THIS EXHIBIT.

SOURCE: DAVID BRAMLET. CONSULTING BIOLOGIST
LSA ASSOCIATES, INC.

Existing Vegetation
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

0 3000 6000 9000
FEET

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EXHIBIT IV-1

EXISTING VEGETATION LEGEND - EXHIBIT IV-1

Gr	Grassland
Asw	Sycamore alluvial woodland
Css	Coastal sage scrub (diegan or riversidian)
Ur	Urban
Ag	Agricultural
Wrf	Willow (usually black) riparian forest
Ru	Ruderal
Alss	Riversidian alluvial sage scrub
Ts	Tamarisk scrub
Fm	Freshwater marsh
Rs	Willow or mulefat riparian scrub
Chap	Chaparral
Orf	Southern coast live oak riparian forest
Bsf	Bigcone spruce - canyon live oak forest
Cwf	Southern coast live oak riparian forest
Ow	Southern oak woodland
Vs	Valley sink scrub
Am	Alkali meadow
Lsl	Littoral shoreline
Sb	Streambed
Eg	Eucalyptus grove

Source: National Diversity Data Base, 1989.

weed, valley cholla and Palmer's golden bush. A unique form of sage brush, the Riversidian alluvial sage scrub, is found in the larger washes of the Santa Ana and San Jacinto mountains. The community is located on the alluvial fan beside and above the existing streambeds. Much of this community has been altered by flood control projects and development. This community is intermixed with chaparral species which were washed down from higher elevations.

2) Chaparral

Chaparral species are located mainly on the east face of the Santa Ana Mountains and in the foothills of the eastern part of the Study Area. The two species prevalent on these mountains include chamise chaparral and chaparral. The chamise chaparral is found on diverse slopes and is dominated by dense stands of chamise and black sage. The sides of the canyons and other areas contain a mixed chaparral dominated by black-leaved ceanothus, sugar bush, chaparral whitethorn, salmon monkeyflower and black sage. This community is highly adapted to fire. Many of the species have developed special mechanisms to reproduce, such as burls or heat-responsive seeds, after fire.

3) Grasslands

Grasslands are abundant throughout the Study Area and are usually composed of non-native annual grasses. Invasive species of grass are often considered to be weeds. Forbs are also a common element of grasslands. These plant communities occur along interior valleys as well as mesas. This community characteristically germinates during the fall and flowers occur during the winter and the spring. A native, perennial grassland can also be found in small pockets within the grasslands or sage scrub of the Lake Elsinore area.

4) Woodlands and Forests

In addition to riparian woodland, three types of woodland and forest communities can be found in the Study Area, including evergreen forests, oak woodland and juniper woodland. Evergreen forests consist of canyon live oak, interior live oak and big cone spruce. This community can be found the upper reaches of canyons within the Santa Ana Mountains. Oak woodland plant communities may be found along the mesas and plateaus of the Santa Ana Mountains. These woodland communities are dominated by coast live oaks or Engelmann oaks, and form a valuable wildlife habitat. A few areas within the northeast portion of the Study Area contain juniper woodlands. The California junipers are located among sparse shrub land and grassland areas.

5) Riparian Communities

A variety of riparian communities are found along large shallow water bodies and stream channels. These communities contain a greater density of trees and shrubs as well as a greater vertical structure than other communities in the region.

Sycamore alluvial woodlands are found along the intermittent streams in the Study Area. Adjacent to channel areas are Fremont cottonwood, black willows, western sycamores, and occasional coast live oaks. Due to insufficient ground or surface water supply along streambeds to support a large forest, dense, tall shrub thickets composed of arroyo willow, mulefat, sandbar willow or arroyo willow exist along smaller stream drainages. Southern and coast live oak riparian forests are associated with intermittent stream courses and are dominated by dense groves of coast live oak. In the upper portions of the canyons in the Santa Ana Mountains are riparian forests composed of canyon live oak mixed with coast live oak.

6) Wetlands

Marshes are found where standing shallow bodies of water accumulate in the valleys with poor drainage. This community is characterized by a long growing season and relatively constant physical conditions. Prominent plant types include cattail, bulrush or tule and sedge. Marshes are often adjacent to riparian systems, such as those found along Walker Canyon, which creates a greater habitat value. Alkali is common in inundated areas where evaporation is high and salts rapidly accumulate in the soil. An alkali meadow of herbaceous, salt-tolerant species can be found in these areas. Other areas are much drier with a scattered herbaceous cover. Littoral shoreline wetland areas are found along the beach and contain ruderal wetland vegetation caused by the varying water levels of the lake. Alkali conditions can also be found around the lakeshore. At the south end of the lake in an old inundation zone, areas of tamarisk scrub exist.

7) Ruderal

There are many areas within the region that have been disturbed by past grading and agricultural activities. These areas contain a number of annual, weedy species which thrive in disturbed habitats. Some of these areas contain ornamental trees and shrubs from previous dwelling sites, while others had been previously cleared of vegetation and are actively maintained, by discing, to control the vegetation. Remnants of eucalyptus plantations occur in this community, especially in the Warm Springs area.

b. Wildlife

Plant communities within Lake Elsinore provide for a variety of habitats for wildlife including birds, mammals and fish. While some areas within Lake Elsinore are devoid of vegetation, others offer high-quality habitat. Further details on wildlife in the Study Area are found in the Technical Appendix Report.

Chaparral is an excellent wildlife habitat providing berries, seeds and a dense covered shelter. Insects within the leaf litter also provide a food source. Typical birds found in the chaparral community are the poor will, rufous-sided towhee, scrub jay, titmouse, the brown towhee, the wrentit, golden crowned sparrow, black crowned sparrow, the California thrasher and California quail.

Small mammals can be found within this plant community, including mice, rats, deer, rabbits, squirrels, bobcat and coyote. Mountain lions have been sighted in the isolated portions of the Cleveland National Forest. Rattlesnakes, the side-blotched lizard, fence lizard, red racer snake, patch-nosed snake, San Diego night snake, California king snake, rosy boa, gopher snake and the lyre snake inhabit this community.

Bird species observed in the coastal sage community include mourning dove, common rave, roadrunner, ash-throated flycatcher, Costa's hummingbird, pharnopepla, bewick's wren, Anna's hummingbird, red-tailed hawk, turkey vulture and American kestrel. The black-tailed gnatcatcher is also found in California sagebrush areas. Several species of lizards can also be found, including side-blotched lizard, western fence lizard, spiny granite lizard, gopher snake, red snake, patch nosed snake, and the red racer. The granite spiny lizard and San Diego gecko occasionally can be found.

Rodents and small mammals including the deer mouse, California vole, California pocket mouse, canyon mouse, botta pocket gopher, pacific kangaroo rat, desert woodrat, brush rabbit, Audubon cottontail and the California ground squirrel live in the coastal sage scrub. Larger mammals found in the community include coyote, gray fox, long-tailed weasel, skunk, badger, bobcat and mule deer. The only amphibians expected are the garden slender salamander, Pacific tree frog and the western toad. These species are found in moist areas under rocks.

Grassland does not support as diverse a wildlife habitat as many other communities due to lack of diverse vegetation types. Birds obtaining a food source from seeds and insects on the ground include mourning dove, western meadowlark, grasshopper sparrow, sage sparrow and horned lark. Flycatchers, such as the western kingbird and Say's phoebe

are found on grassland borders. Predatory birds prevalent in grasslands include the red-tailed hawk, loggerhead shrike, American crow, common raven, black-shouldered kite, turkey vulture, American kestrel, and owls.

Reptiles located in the grassland community include the side-blotched lizard, western fence lizard, red diamond rattlesnake and the gopher snake. The grassland community supports mammal species including the coyote, skunk, badger, weasel and squirrel. Rodents include the San Diego pocket mouse, deer mouse, botta pocket gopher, broad-handed mole, California vole, western harvest mouse, grasshopper mouse and Stephens' kangaroo rat.

Riparian habitats provide a high diversity of plant types which support an abundant and diverse wildlife resource. This habitat supports amphibians, reptiles and rodents, including the slender salamander, California newt, ensatina, Pacific tree frog, bullfrog, western toad and red-legged frog. The southwestern pond turtle can be found along stream-courses, especially within the Santa Ana Mountains. Other reptiles include lizards and snakes. Rodents are common in areas where seasonal flooding occurs. This plant community supports rabbits, raccoons, skunks, foxes, coyotes, weasels and bobcats, mice, rats, gophers, moles, squirrels, and opossum. Mule deer utilize drainageways for their habitat.

The dense vegetation of the riparian woodlands is a significant and essential habitat for many bird species. Raptors found in this community include the red-tailed hawk, red-shouldered hawk, black-shouldered kite, and the American kestrel. Winter migrants include warblers, kinglets and vireos. The riparian habitat is utilized and important to spring-summer residents including the willow flycatcher, western flycatcher, orange crowned warbler, yellow warbler, the yellow-breasted chat, least Bell's vireo, Anna's hummingbird, black-chinned hummingbird, black phoebe, bushtit, plain titmouse, western pewee, Brewer's blackbird, and the brown-headed cowbird. Herons have been observed in more open areas.

Freshwater marshlands support a variety of faunal species. Bird species include the Virginia rail, black-crowned night heron, marsh wren, tri-colored blackbird, sora rail, American bittern, common yellowthroat, the long-billed marsh

wren, redwing blackbird, American coot, egrets, herons, grebes, song sparrow and several species of ducks. Amphibian species found in this community are frogs, salamanders and newts. Many of these species require freshwater or semi-aquatic habitats and cannot survive in any other environment.

Lake Elsinore supports approximately twelve species of fish which are listed below.

Table IV-1
FISH OF LAKE ELSINORE

Common Name	Common Name
Bluegill	Mosquito fish
Channel catfish	Green sunfish
White catfish	Largemouth bass
Common carp	Redear sunfish
Crappie sp.	Threadfin shad
Golden shiner	Tilapia sp.

Both the population and variety of fish are abundant at higher lake levels (1,240-1,265 feet) due to the presence of better quality water, and increased plankton population. Flooding of higher lake levels also creates additional shallow water habitat. Shallow water areas provide for spawning and rearing. The shoreline also provides foraging for bird species including the great blue heron, great egret, snowy egret, black-neck stilt, American avocet, spotted sandpiper, killdeer and migratory birds. At lower water levels (below 1,240 feet), fish begin to die due to a concentration of dissolved salts, algae blooms, and lower oxygen content in the water.

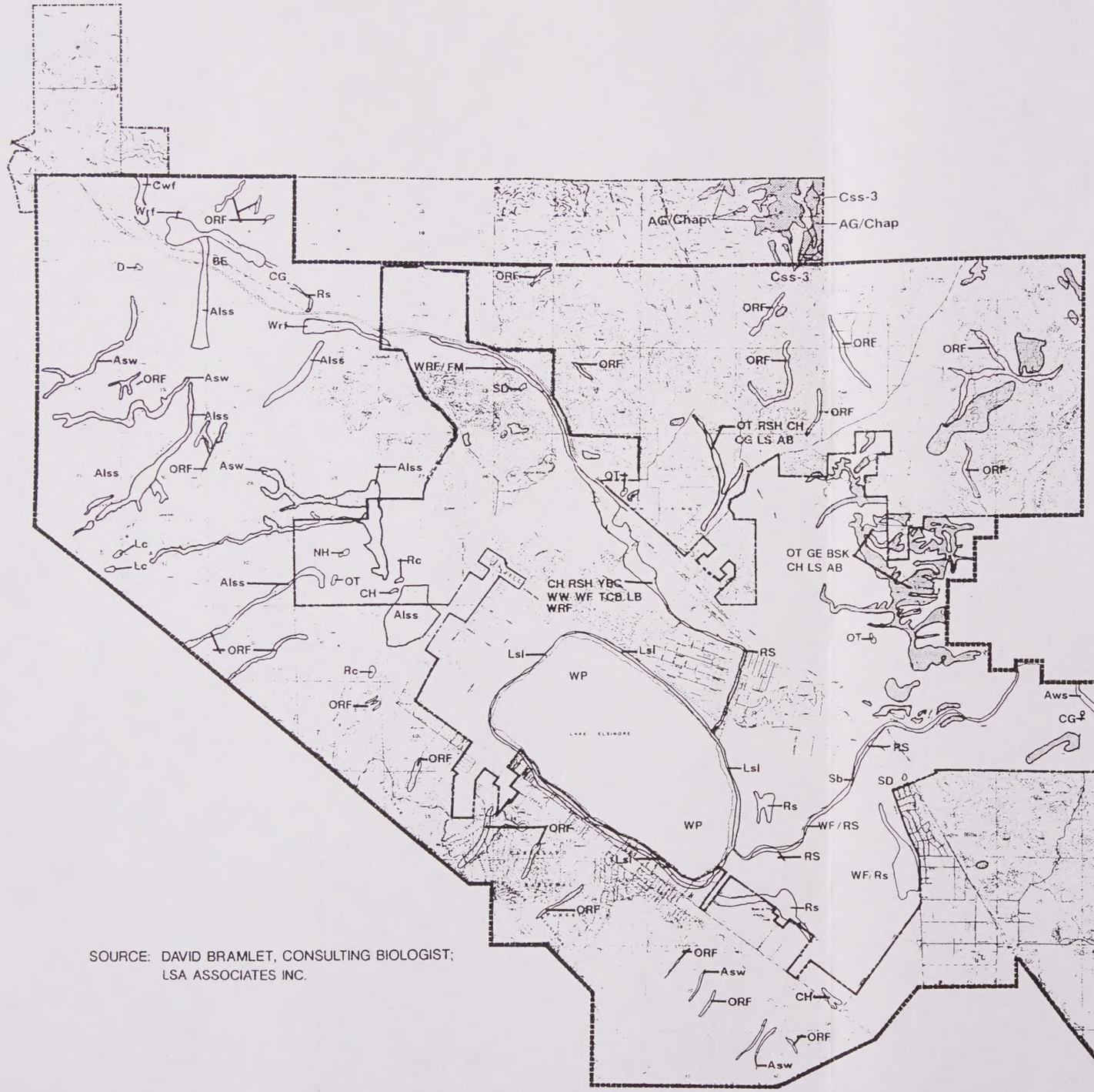
c. Species/Communities of Concern

Plant, animal species and communities of concern to the California Department of Fish and Game, Natural Diversity Data Base, U.S. Fish and Wildlife Service, County of Riverside, California Native Plant Society and Audubon Society are included within the biological assessment contained in the Technical Appendices. Communities of concern are assemblages of plant and animal species occurring in the same habitat and having a complex set of interrelationships, or are species that are not currently

included on a state or federal list of endangered species but may be in the future. The communities of concern are identified on Exhibit IV-2. Although the species of concern do not receive the same level of state and federal protection, the CEQA guidelines and the State General Plan guidelines require the consideration of species of concern in land use decisionmaking. Applications have been filed at the federal level to include some of these species on the endangered list. Therefore, loss of these species could be significant in the near future.

The plant species of concern were determined by the use of the Natural Diversity Data Base list of special plant species, the County of Riverside distribution maps and the California Native Plant Society's rare plant inventory. Based on the review of these reports developed for the Lake Elsinore, Alberhill, Wildomar, Sitton Peak, Steele Peak, Murrieta and Romoland areas, the following are species of concern: Munz's onion, robust prickly poppy, San Jacinto Valley saltbush, thread-leaved brodiaea, Payson's caulanthus, slender-horned spineflower, Pala spine flower, many-stemmed dudleya, Palmer's grappling hook, smooth spikeweed, heart-leaved pitcher sage, Cleveland's buze monkeyflower, California orcutt grass, chaparral pea, Fish's milkwort, Engelmann oak, Coulter's matilija poppy and San Miguel savory. A more detailed description of each of these species can be found in the Technical Appendix Report.

Animal species of concern are reptiles, birds and mammals. Amphibians and reptiles found in the Lake Elsinore area include the red-legged frog, San Diego horned lizard, orange-throated whiptails, western pond turtle and the two-line gartersnake. These species are mainly found in the Santa Ana Mountains, the Elsinore Mountains and the Santa Rosa Plateau. Portions of Lake Elsinore contain habitats which accommodate the special needs for foraging and/or roosting and nesting birds. Riparian forests and marsh habitats are two habitats found in Lake Elsinore which accommodate birds.Bird species of concern found in Lake Elsinore include white pelican, snowy plover, California gull, least bittern and tricolor blackbird. The birds of prey which may be found in the Elsinore area include the bald eagle, osprey, ferruginous hawks, red-shouldered hawk, Cooper's and sharp-shinned hawk, northern harrier, black-shouldered kite, burrowing owl and California gnatcatcher.



LEGEND

STEPHEN'S KANGAROO RAT HABITAT

NOTE: THE LEGEND IDENTIFYING THE SPECIES/COMMUNITIES OF CONCERN FOLLOWS THIS EXHIBIT.

SOURCE: DAVID BRAMLET, CONSULTING BIOLOGIST;
LSA ASSOCIATES INC.

Species/Communities of Concern
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT IV-2

BIOLOGICAL RESOURCES LEGEND - Exhibit IV-2

Plants of Concern

A	*Allium fimbiratum munzii*** Munz's onion
Ce	*Centrosteqia leptoceras***** Slender-horned spineflower
D	*Dudleya multicaulis*** Many-stemmed dudleya
H	*Harpagonella palmeri*+***** Palmer's grappling hook
H1	*Hemizonia laevis*** Smooth ipkeweek
Lc	*Lepechinia cardiophylla*** Heart-leaved pitcher sage
Rc	*Romneya coulteri*** Matilija poppy

Animals of Concern

SD	San Diego horned lizard**
OT	Orange-throated whiptail**
Lb	Least bittern
WP	White pelican**
BE	Bald eagle*****
GE	Golden eagle**
OS	Osprey**
CH	Cooper's hawk**
NH	Northern harrier**
BSK	Black-shouldered kite
LS	Loggerhead shrike
LBV	Least Bell's vireo*****
GG	California gnatcatcher**
WF	Willow flycatcher**
YB	Yellow-breasted chat**
TC	Tri-colored blackbird**
SKR	Stephens' kangaroo rat*****

AB	American badger**

Communities of Concern

Alss	Riversidian alluvial sage scrub
Asw	Sycamore alluvial woodland
Cwf	Cottonwood willow forest
Wrf	Willow (usually black) riparian forest
Rs	Riparian (willow or mulefat) scrub
Sb	Streambed
Ls1	Littoral shoreline
Orf	Southern coast live oak riparian forest

**	Species of concern
***	Threatened species
****	Endangered species

Source: National Diversity Data Base, 1989

Riparian birds that are species of concern include the willow flycatcher, yellow warbler, yellow-breasted chat, blue grosbeak, yellow-billed cuckoo and Bewick's wren. The Bewick's wren can also be found in chaparral habitats. Grassland bird species of concern found in Lake Elsinore include the grasshopper and loggerhead shrike.

Mammal species such as the spotted bat and the Los Angeles pocket mouse, badger and mountain lion are known to live in southern California and Riverside County. However, information on the distribution of these species is not available. The badger has been reported on the Ramsgate site and within the Temescal area and the mountain lion ranges include the Santa Ana Mountains. Further details on and locations of these species can be found in the Technical Appendix Report.

d. Threatened or Endangered Species

The Lake Elsinore area contains two animal species, the least Bell's vireo and the Stephens' kangaroo rat, listed federally on the endangered species list of the U.S. Fish and Wildlife Service. Federal law prohibits taking, harming or harassment of these species. In order to allow for continued development within the potential habitat of these species, Habitat Conservation Plans (HCP) or interim plans have been developed (RECON 1989, SANDAG 1988, 1989) to preserve critical habitat areas. The plans contain specific planning procedures for development near or within the conservation areas. In addition to the endangered animal species, at least one plant is both federally and state listed, the slender-horned spineflower. Habitat Conservation Plans, however, are not developed for plant species. The impact from development on the slender-horned spineflower is usually handled through the CEQA/NEPA and/or wetland regulatory process.

The slender-horned spineflower is a low-growing annual (3-6 inches tall) with retrose spines. This species blooms from April to June and has been found in the Temescal Creek, Santa Ana River, San Jacinto River, Indian Wash and the Big Tujunga Creek. In one Study Area, populations are known to occur in Riversidian alluvial sage scrub along Indian Wash. This plant is one of the rarest plants in the region. Plant populations are scattered and small in

numbers. This plant has been threatened by flood control projects, sand and gravel mining and other human disturbances.

As noted previously, plants do not have the same protection as animals and the prohibition on "taking" of the plant does not apply, unless the species is on federal land. Plants which are federal and state listed should be considered in all environmental documentation.

1) Least Bell's Vireo

The least Bell's vireo is a small grayish migratory bird that migrates to California in March and April. Historically, the species has nested in California's Central Valley, the interior valleys of the central and southern coastal ranges, the Owens Valley, Death Valley and the Mojave River Valley. Dense ground riparian vegetation (5-10 years old) is utilized for nesting.

The existing channel at Nichols Road and the Temescal Wash, especially within Walker Canyon, creates conditions for suitable habitat for this species. Least Bell's vireo has been sighted in the Temescal Wash willow area southwest of Riverside Drive. There is also habitat along Railroad Canyon Road and potentially in several other isolated localities in the Study Area. This bird is in jeopardy of extinction due to development impacts on its habitat and nest parasitism by the local cowbird population.

The least Bell's vireo was placed on the federal endangered list in May 1986. Any disturbance to riparian habitats within the range of the species could be considered a "taking." The only exception to this rule is through a Habitat Conservation Plan (HCP) which evaluates the impacts of a development proposal and proposes mitigation measures to preserve habitat. A comprehensive HCP has been developed by the San Diego Association of Governments for the least Bell's vireo. In addition, specific HCPs have been prepared for each river system containing least Bell's vireo habitat. Major goals of the HCPs are to protect existing habitat in which the

least Bell's vireo exists, enhance that habitat and create new habitat areas.

The HCP which pertains to the Lake Elsinore area is the Santa Ana River HCP. This HCP, as well as others, relies on the local review process to ensure compliance in conserving this habitat. Any potential disruption of this habitat will require an EIR and a focused biological study through the HCP. The city is required to conduct HCP compliance review for any project not previously considered in the HCP. Once these studies have been conducted, an HCP permit may be issued for the project and conditions of approval and monitoring requirements are attached to the HCP permit. A minimum 150-foot planning buffer is required around these habitat areas. Within these buffer areas, no streets or projects should be constructed that would generate a noise level above 61 dBA.

In the Santa Ana River watershed, Temescal Creek has the most riparian habitat of the river's three tributaries (886 acres) and potentially reclaimable habitat (282 acres).

Habitat management and reclamation goals included in the HCP are:

- Identification and mapping of vireo habitat within riparian habitat;
- Ongoing monitoring and maintenance of suitable habitat;
- Nest monitoring and additional biological studies of the vireo;
- Expansion of existing riparian habitat in connection with the mitigation of impacts from individual developments; and,
- Coordination of habitat management with local and regional flood control programs.

2) Stephens' Kangaroo Rat

The Stephens' kangaroo rat was placed on the federal endangered species list in November 1988. The rat is a small rodent whose range is found throughout much of western Riverside County, southern San Bernardino County, and northwestern San Diego County. This rat has a large head, external cheek pouches and five enlarged toes on its hind feet. The animals are solitary and each sex occupies its own territory. These mammals are active only at night. Its reproduction capacity appears to be low. Populations are small and scattered throughout the present range, occupying a mosaic of sites within apparently suitable habitat. Habitat requirements of the species are grasslands, low vegetation cover of less than 50 or 70 percent of the ground surface, areas adjacent to shrublands, and on gentle slopes and sandy washes.

This species has been disrupted by agricultural and urban development. The Stephens' kangaroo rat prefers sandy or loamy soils. Restriction of movement from the construction of urban development can greatly reduce the species' ability to reproduce and survive disease.

The species' range in Lake Elsinore is generally an area west of the I-15 freeway east to the sphere of influence boundary (see Exhibit IV-2). The Stephens' kangaroo rat has been identified in Ramsgate and Tuscany Hills, which are within the city. In the Lake Elsinore area, this species is found in the Estelle Mountain, Alberhill and Kabian Park/Canyon Lake area, Steele Peek, Temescal Wash and Cottonwood Hills.

Three proposed reserve Study Areas for the Stephens' kangaroo rat are within the area: Lake Matthews/Estelle Mountain, Steele Peak, and Canyon Lake/Kabian Peak Study Areas.

2. ISSUES AND OPPORTUNITIES

a. Overview

This section provides an overview of biological issues and opportunities within the Study Area. Greater discussion is provided in the biological section of the EIR and Technical Appendices.

As discussed in the Existing Conditions section, the Lake Elsinore area contains three endangered species: the slender-horned spineflower, the least Bell's vireo, and the Stephens' kangaroo rat. The slender-horned spineflower is listed as an endangered species by both the U.S. Fish and Wildlife Service, and the California Department of Fish and Game. Due to the extremely rapid decline of the least Bell's vireo, the species was listed as federally endangered in May 1986 (U.S. Fish and Wildlife Service). The Stephens' kangaroo rat has been listed by the State of California as threatened since 1971. Continued concerns about the survivability of the Stephens' kangaroo rat led this species to be listed as endangered by the U.S. Fish and Wildlife Service in 1988.

Several plant and animal species and communities are of concern to the California Department of Fish and Game (Natural Diversity Data Base), U.S. Fish and Wildlife Service, County of Riverside, California Native Plant Society, and the Audubon Society. The species of concern in the Study Area are more fully discussed in the Environmental Impact Report and are included within the biological assessment contained in the Technical Appendix. Although the species and communities of concern do not receive the same level of state and federal protection as endangered species, the CEQA guidelines and the State General Plan guidelines require their consideration in land use decision-making. Applications have been filed at the federal level to include some of these species on the endangered list. Loss of these species, therefore, could be significant in the near future.

Certain plant and animal communities are restricted in distribution throughout the Study Area, and loss of these habitats through buildout of the general plan will be significant. These habitats include sage scrub and riparian

woodland communities, least Bell's vireo, Stephens' kangaroo rat, and the slender-horned spineflower.

The Study Area is divided into zones of high, potentially high, moderate and low biological sensitivity in an effort to summarize the relative importance of the biological resources in the Study Area and define a basis for analysis of impacts. Areas of high sensitivity include those areas containing known endangered or threatened species. The Stephens' kangaroo rat, least Bell's vireo, and the slender-horned spineflower are located in these areas. Areas of potentially high sensitivity contain biological resources of high quality and which occur relatively infrequently within the region. All of the communities of concern, including riversidian sage scrub, and several riparian forest and woodland communities, are considered potentially high sensitivity biological resources. Some of these communities may contain endangered and threatened species. Areas of potentially high sensitivity have not been studied in sufficient detail to determine precise location, extent and quality of biological resources. Further field investigations will need to be conducted during the environmental review process. Moderate sensitivity areas include those areas which do not contain a large number of species of concern. These include chaparral, grassland and agricultural areas. Loss of significant acreages of this habitat would normally not constitute a significant adverse impact. Areas of low sensitivity contain biological resources that have been substantially altered by man including urban and other disturbed areas. Loss of this habitat does not constitute a significant impact.

The Study Area contains areas of all levels of biological sensitivity as depicted on Exhibits IV-1 and IV-2. A significant number of locations which are proposed for development contain areas of high and potentially high habitat value. Development of these areas could create adverse impacts to biological resources. A more detailed discussion of high and potentially high sensitivity resource areas in locations scheduled for development is included in the EIR.

b. Urbanization and Loss of Habitat

Adverse impacts to vegetation and wildlife are expected to occur as the result of several causal factors originating with the construction, presence, and inhabitation of urban developments proposed in the general plan. General construction activities associated with buildout, such as grading, will result in the alteration or removal of habitats. The construction of drainage channel improvements through the implementation of the Lake Elsinore Management Project may require alterations to intermittent streams containing valuable biological resources. Such alterations would be subject to the required state and federal permitting processes summarized below and noted in the Technical Appendix Report.

Human activities and the expansion of urban land uses may collectively result in conflict with wildlife habitat due to excessive construction-related noise, background noise, and night time lighting. Furthermore, with development of the general plan, portions of wildlife corridors, as noted in the biological section of the EIR, may be developed, creating fragmented habitat areas. Once habitat range is decreased, food supplies and shelter for these species may be diminished which may result in the reduction of habitat.

c. Protection/Management Opportunities

Natural resources within the Study Area are protected or required to be managed under existing federal and state regulations and review procedures. At the local level, the city may undertake various measures to ensure the integrity of biological resources.

1) Federal Regulations and Procedures

The Federal Endangered Species Act provides regulations for the protection of rare, threatened or endangered species. The act requires that potential impacts to listed species be addressed in the environmental documentation for a project. The potential loss of a species or critical habitat may be allowed under Section 10 (Incidental Take Provision) of the Act, where the area has been subject to a previously

approved Habitat Conservation Plan (HCP) for that species.

Section 404 of the Clean Water Act is administered by the U.S. Army Corps of Engineers. The section regulates the disposal of dredge and fill materials into waters as well as other activities in or affecting water bodies, rivers and wetland areas. An applicant for a 404 permit must demonstrate that there is no practical alternative to the proposed action. The application is reviewed by the Environmental Protection Agency, which shares responsibility with the Corps in implementing the 404 program.

The Fish and Wildlife Coordination Act requires federal agencies sponsoring or authorizing water development projects to consult with the U.S. Fish and Wildlife Service to ensure that the conservation of fish and wildlife resources has been considered in the proposed project. The Fish and Wildlife Service also reviews the project to determine if sufficient measures to compensate potential impacts have been developed. Furthermore, the Fish and Wildlife Service is responsible for the conservation and management of both game and non-game migratory bird species, in accordance with the Migratory Bird Treaty.

2) State Regulations and Procedures

The California Environmental Quality Act (CEQA) provides an important conservation tool for local governments. In accordance with CEQA, an environmental impact report must be prepared for all projects that could potentially impact air and water quality, noise levels, and natural, cultural and scenic resources. CEQA requires that projects affecting sensitive wildlife habitats are to be reviewed by appropriate state agencies. The lead agency must develop mitigation measures to avoid, minimize or rectify significant impacts. If it is infeasible to mitigate identified impacts based on economic, social or other issues, a statement of overriding considerations may be adopted.

The California Endangered Species Act (CESA) and the older Native Plant Protection Act (NPPA) provide for the listing of endangered, threatened or rare plant and animal species in the state. CESA establishes consultation procedures between state and local agencies and prohibits the taking of any listed species without a permit. The state, furthermore, regulates the alteration of rivers, lakes and streams through the Department of Fish and Game 1601/1603 program.

3) Local Regulations and Procedures

On the local level, efforts should be made to preserve important biological habitats and protect plant and animal species of concern. While implementation of the general plan may result in adverse impacts to biological resources, several measures can be taken and protective programs implemented to mitigate the adverse impacts of development and safeguard important biological resources.

The city requires that all development proposals include adequate environmental documentation pursuant to CEQA and AB 3180 (Chapter 1232, State Statutes of 1989). Biological studies should provide adequate mitigation measures for identified significant biological impacts. To comply with the provisions of AB 3180, the city may adopt by ordinance, within six months of adopting the general plan, procedures for reporting and monitoring all approved mitigation in an environmental impact report.

Open space preservation may be viewed as a means of preserving natural/biological resources as a condition of a project approval. Permanent open space preserves may be designated in future specific plan areas for the purpose of protecting identified sensitive biological resources. Moreover, a comprehensive approach should be taken to conserve continuous areas of open space, including open space linkages between projects, wildlife corridors and trails. The conservation of continuous open space allows for migration and movement of wildlife

species among localities, which may be necessary for their survival. Linkages connecting several larger open space areas also provide for greater "buffering" from urban development and human activities.

Such methods to evaluate and, where appropriate, acquire areas of high biological significance may include the acquisition of land by exaction, development agreement or gift; the dedication of conservation, open space and scenic easements; joint acquisition with local agencies; the transfer of development rights; lease-purchase agreements; and eminent domain. Candidate acquisition areas of significant habitat include areas along the San Jacinto River, Temescal Wash, and Wasson Canyon.

The city may require the preparation and implementation of vegetation management programs for specific plan areas. The plans should incorporate the city's landscape guidelines, provide a detailed plan for fuel modification zones, provide for long-term management of vegetation within open space areas, and provide plans for the rehabilitation of significant biological resources displaced in the development process.

With regard to the least Bell's vireo, the city should coordinate with other agencies to adopt the Santa Ana River Habitat Conservation Plan. This plan would act as a planning and policy guide for projects that would affect the endangered least Bell's vireo and its habitat.

While HCPs are not developed for plant species, impacts from development in the habitat of the slender-horned spineflower is usually handled through the CEQA/NEPA and/or wetland regulatory process. Biological studies should be conducted for all Riversidian alluvial sage scrub where the potential for slender-horned spineflower exists. The recommended mitigation measures should be incorporated into the environmental documentation.

C. WATER RESOURCES

1. INTRODUCTION

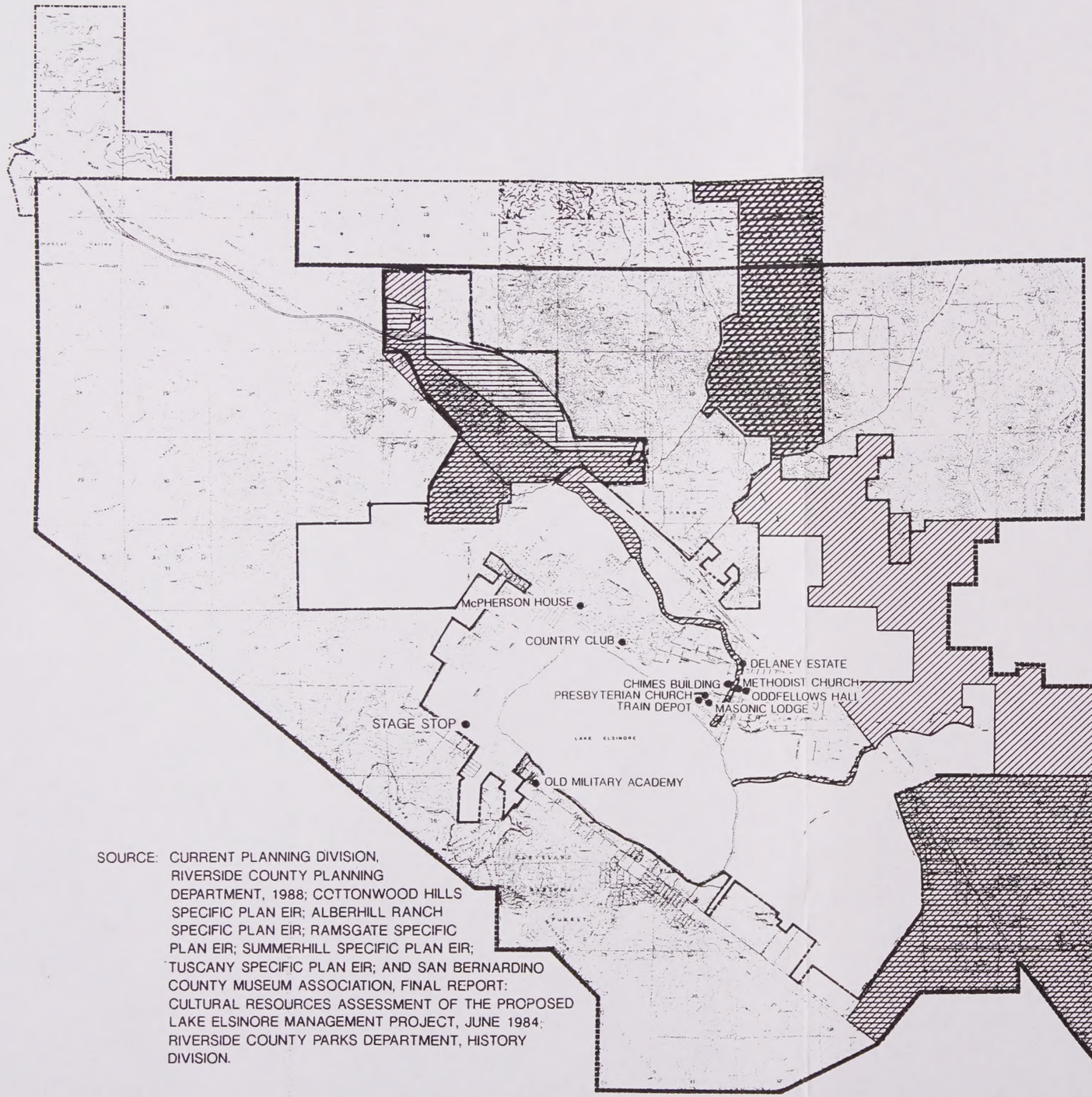
The predominant water features located in and adjacent to the city are Lake Elsinore and the Railroad Canyon Reservoir. Water supply to the lake is provided through two major sources: the San Jacinto River and runoff from small tributaries in the Santa Ana Mountains. The Railroad Canyon Reservoir is located at the mouth of the San Jacinto Watershed and the city is situated around Lake Elsinore. Approximately 45 miles east of Lake Elsinore, the San Jacinto River descends from the San Jacinto Mountains to Railroad Canyon Reservoir. From that point the river flows downstream to Lake Elsinore.

The tributaries which supply water to the lake from the Santa Ana Mountains are located in the northwest and southwest portions of the Santa Ana Mountains and in the hills immediately northeast of the city. These tributaries drain from the hills surrounding the lake on to alluvial cones and then into the lake. A portion of Wasson Canyon Creek also flows into the lake.

Lake Elsinore is a natural lake approximately five miles long and two miles wide. The lake contains a surface area of 5,950 acres at the 1,260 foot level. The main inflow to the lake is from Railroad Canyon Reservoir outflow. During drought years, additional inflow occurs from the State Department of Parks and Recreation wells at the south end of the lake. The lake receives additional inflows from other major and minor tributaries in the canyons of the surrounding mountains.

2. HYDROLOGY

Exhibit IV-3 displays hydrology resources in the Lake Elsinore area, including drainage channels, geothermal springs, and boundaries of the three basins located in the Study Area. The Lake Elsinore Basin is located in the center and includes the area to the south of the Temescal Basin. The basin is located in the Santa Ana River watershed, and includes all areas which naturally drain into Lake Elsinore. Major tributary areas located in the Lake Elsinore Basin include: Bundy Canyon, Railroad Canyon, Wasson Canyon, Warm Springs Canyon, Leach/McVickers Canyons, and Lake Elsinore. The Elsinore groundwater basin occupies about 26 square miles of the area draining into the lake. A number of submarine springs exist within the lakebed itself and along fault and seismic refraction lines which extend



LEGEND

- AREAS WITH COMPLETED ARCHAEOLOGICAL SURVEYS
- AREAS WITH COMPLETED PALEONTOLOGICAL SURVEYS
- LOCALLY RECOGNIZED HISTORIC STRUCTURES

SOURCE: CURRENT PLANNING DIVISION, RIVERSIDE COUNTY PLANNING DEPARTMENT, 1988; COTTONWOOD HILLS SPECIFIC PLAN EIR; ALBERHILL RANCH SPECIFIC PLAN EIR; RAMSGATE SPECIFIC PLAN EIR; SUMMERHILL SPECIFIC PLAN EIR; TUSCANY SPECIFIC PLAN EIR; AND SAN BERNARDINO COUNTY MUSEUM ASSOCIATION, FINAL REPORT: CULTURAL RESOURCES ASSESSMENT OF THE PROPOSED LAKE ELSINORE MANAGEMENT PROJECT, JUNE 1984; RIVERSIDE COUNTY PARKS DEPARTMENT, HISTORY DIVISION.

Cultural Resources
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT IV-4

along the length of the lakebed. These faults divide the groundwater basin into numerous subbasins. In addition to the submarine springs, the lake is supplied by mineral springs found outside of the lakebed.

The Temescal Basin includes those areas to the north of Lake Elsinore which are tributary to Temescal Creek. The basin is located in the Santa Ana River watershed. Three major tributary areas, Arroyo del Toro, Walker Canyon, and Rice Canyon, are located within the Temescal Basin. Natural drainage in the basin is to the north.

The Santa Margarita Basin consists of those areas within the Study Area which drain southward away from Lake Elsinore, and which are located in the Santa Margarita River watershed. Major tributary areas included in this basin are the Upper Santa Margarita Basin and Murrieta Creek.

3. GROUNDWATER

Water service within the Lake Elsinore Study Area is predominantly provided by the Elsinore Valley Municipal Water District (EVMWD). The EVMWD obtains groundwater from the Pauba Formation Aquifer located northwest and southeast of the lake, through several active wells.

The depth of the groundwater table varies widely within the area of the city. The Willard, Wildomar, and Glen Ivy North faults appear to be major barriers to groundwater flow. Groundwater is encountered at shallow depth only in the immediate vicinity of Lake Elsinore, beneath the lake deposits to the southeast of the lake, and near the lake overflow channel through the downtown area and Warm Springs Valley. The depth to groundwater increases beneath the alluvial deposits to the northwest of the lake.

In order to maintain healthful water resource quality, the city should manage lands adjacent to or affecting the lake and other waterways, as stipulated by the Regional Water Resources Control Board.

4. RECLAIMED WATER RESOURCES

The Elsinore Valley Municipal Water District (EVMWD) provides wastewater collection and treatment facilities. Three wastewater treatment facilities exist to service the area and construction is underway on a fourth facility. The Elsinore Valley Regional

Wastewater Treatment Plant and Railroad Canyon Regional Wastewater Treatment Plant are owned and operated by the EVMWD.

Making use of treated, or reclaimed wastewater is generally desirable from an economic as well as a water conservation standpoint. At present, the Elsinore Valley Municipal Water District is studying alternatives for the use of wastewater effluent from the Elsinore Valley Regional Wastewater Treatment Plant and Railroad Canyon Wastewater Treatment Plant. Reclaimed water from the Railroad Canyon Regional Wastewater Treatment Plant is currently being used for irrigation purposes for the Canyon Lake Golf Course. Options for the reuse of treated wastewater include agriculture uses, such as crop irrigation, or landscape irrigation of parks, parkways, golf courses and the I-15 landscaped corridor.

Treated wastewater is also being examined as a potential source of water for maintaining the lake's water level at a minimum of 1,240 feet in accordance with the Lake Elsinore Management Project.

The city should encourage the construction or expansion of facilities to provide for the reuse of wastewater if determined to be a cost effective alternative by the EVMWD, the Santa Ana Regional Water Quality Control Board and the State Health and Services Department. If and when properly treated wastewater is available, the city should require projects to use reclaimed water for irrigation of golf courses, parks and to maintain ponds or lakes to the maximum extent feasible. The city should also coordinate with EVMWD to provide treated wastewater for public parks, parkways and other landscaped corridors.

5. ISSUES AND OPPORTUNITIES

Development pursuant to the general plan could result in adverse effects upon downstream areas involving increased flooding and/or erosion and sedimentation. Since urbanization involves the construction of streets, sidewalks, parking lots, and buildings, the amount of impermeable land area within the Study Area will increase. An increase in impermeable surfaces associated with buildout of the Lake Elsinore General Plan will reduce the land area available for absorbing precipitation. The consequences of flooding due to impermeable surfaces are discussed more fully in the Flood Hazards section of the Public Safety and Urban Services Element. The city should require the incorporation of adequate erosion control and water runoff measures into development projects that may otherwise impact water resources adversely. Such measures should be reviewed by the

Planning and Engineering Departments and may include sandbagging of newly graded slopes, prompt planting of disturbed areas, phasing of grading and construction activities to minimize exposed areas susceptible to erosion, and the routing of runoff flows through desilting basins prior to discharge into any watercourse.

Future development within the area could also result in long-term changes in the quality of runoff and groundwater. Pollutants associated with urban activities may accumulate in these water sources. Such pollutants may include automobile residue, heavy metals, and eroded soils and street surface degradation. Chlorinated hydrocarbons, nitrogen, and phosphorous could possibly accumulate in runoff from pesticide and fertilizer use on landscaped areas. The city should attempt to mitigate the flow of water pollutants resulting from urbanization. Common methods to minimize water pollutant loads involve requiring erosion control measures at construction sites and implementing periodic street sweeping programs.

As a means of water conservation, the City of Lake Elsinore should require all new developments to incorporate water conservation measures into project design to the greatest extent possible. Such measures may include, but are not limited to, the use of plumbing fixtures that reduce water usage (in accordance with Title 24 of the California Administrative Code), low-flow toilets and xeriscape landscaping which maximizes the use of drought-tolerant plant species, and drip irrigation systems.

Flooding of certain watercourses within the city is regarded as a significant public safety hazard as described in the Flood Hazard section of the Public Safety and Urban Services Element. The city should encourage the preparation or maintenance of adequate open space and low-intensity uses adjacent to these waterways. This would serve to reduce flood damage hazards, as well as promote visual and recreational uses, and maintain utilization for wildlife habitats. Structural flood control improvements to the various waterways should be implemented where sheet-flow is a problem or where channelization is necessary to protect the public's health and safety.

D. ENERGY CONSERVATION

Energy conservation has become an increasingly important concern at local, regional and state levels of government. The vast majority of current energy supplies is produced from non-renewable resources, primarily from petroleum products. As these resources are depleted, the cost of energy rises and future supplies of energy become

less certain. Furthermore, increasing demands upon limited supplies of energy sources has led to a growing reliance on expensive additional power generation plants. The City of Lake Elsinore should promote the conservation of scarce energy resources and reduce the community's reliance on traditional energy resources.

On a community scale, the City of Lake Elsinore can help to reduce energy consumption in a number of ways. By encouraging increases in local employment opportunities, and by providing housing in proximity to employment, commercial, and recreational opportunities, energy consumed in automobile travel can be reduced. Furthermore, reasonable increases in development intensity can often decrease the amount of per unit infrastructure (streets, water lines, sewer, storm drains, and other utilities) required to support land uses, thus leading to a reduction in energy requirements.

Opportunities for energy conservation also exist in the design and construction of new buildings. The city should encourage the incorporation of energy conservation features in the design of all new construction, including but not limited to, thermal insulation, sealed gas lines and solar energy systems. The city may advocate the use of passive design concepts that make use of the natural climate in order to increase energy efficiency. Such features include the incorporation of overhangs, window shading structures, proper window sizing and orientation, and landscaping to the building design.

Conservation of current energy supplies can also be accomplished through the physical modification of existing facilities to increase energy efficiency. Such conservation methods include improved insulation of walls, ceilings, water heaters, and pipes in order to reduce heat gain or loss; the use of solar energy systems for water and space heating; the maximization of natural lighting in site design; improved ventilation; and the replacement of mercury vapor street lights with high pressure sodium vapor (HPSV) lights.

E. AIR RESOURCES

1. EXISTING CONDITIONS

a. Climate

The climate of Lake Elsinore is of a mediterranean type which includes a mild climate created by cool sea breezes, which is intermittently interrupted by extremely hot weather

and the Santa Ana winds. The winter season is generally from December through March. The annual mean precipitation is 11.6 inches. The dry season is from April through November.

b. Air Quality Management

Regionally, the Study Area is located in the South Coast Air Basin and lies within the jurisdiction of the South Coast Air Quality Management District (SCAQMD) and the California Air Resources Board (CARB). The SCAQMD sets and enforces regulations for stationary air pollutant sources in the basin. The CARB is charged with controlling motor vehicle emissions.

In 1982, the SCAQMD and the Southern California Association of Governments adopted the Air Quality Management Plan (AQMP) for the South Coast Air Basin. This plan was required by the Federal Clean Air Act and is intended to guide the attainment of national ambient air quality standards at the earliest feasible date. It is part of the State Implementation Plan submitted to the Environmental Protection Agency. Included in the Plan are a number of stationary and mobile source controls, ride-sharing programs, and energy conservation measures. The AQMP is designed to accommodate a moderate amount of new development and growth throughout the basin.

The SCAQMD adopted the latest Air Quality Management Plan (AQMP) on March 17, 1989. The AQMP includes a wide range of emissions control measures that, if implemented, are projected to lead to attainment by 2007 of all state and federal ambient air quality standards.

The 1989 AQMP was approved by the California Air Resources Board (CARB) in August 1989, and will be included in the State Implementation Plan (SIP). The U.S. Environmental Protection Agency also approved the plan in March 1989. The plan now serves as the framework for all future air pollution control efforts in the South Coast Air Basin.

In developing the AQMP, all the potential control measures that could be available by the year 2007 were identified and, to the extent possible, their emission reductions were

quantified. These control measures were categorized into three tiers, based upon their readiness for implementation.

The short-term, or Tier I, component of the AQMP is action-oriented. It identifies specific control measures for which control technology exists now. For the most part, these measures can be adopted within the next five years, prior to the next AQMP update. They consist mainly of stationary source controls that will be the subject of district rules and ARB-adopted tailpipe emissions standards and performance requirements for motor vehicles. Transportation and land use controls and energy conservation measures are also included in Tier I of the plan, to the extent that technology is available to accomplish the emissions reduction targets. Tier I control measures are expected to be implemented by 1993 except for facility construction which may continue up to 2007.

Tier II measures include already-demonstrated control technologies, but require advancements that can be reasonably expected to occur in the near future. When necessary, these advancements are promoted through regulatory action, such as setting standards at levels that force the advancement of existing technology, or establishing a system of emission charges that provide an economic incentive to reduce emissions.

Tier II measures focus mainly on transportation sources and the use of coatings and solvents. All the Tier II goals are expected to be achieved by 2000 except for transportation facility construction which may continue up to 2007.

Tier III goals depend on substantial technological advancements and breakthroughs that are expected to occur throughout the next two decades. This requires an aggressive expansion of Tier II research and development efforts. After achieving Tier II goals, Tier III measures must be implemented on an accelerated schedule to achieve attainment by 2007.

c. Ambient Air Quality

Air quality at any site depends on both the regional ambient or surrounding air quality and local sources of air pollutants. Regional air quality results from the release of pollutants

throughout the air basin. Mobile or vehicular sources are considered the major source of emissions in the South Coast Air Basin.

The South Coast Air Quality Management District divides the air basin into Source Receptor Areas (SRA) in order to compare the air pollutant emissions generated by a project with the emissions currently generated in the area. The Study Area is located within SRA 25. However, the monitoring station within this area (Lake Elsinore Station) only monitors ozone between November 1 and December 31. The nearest monitoring station which measures the majority of pollutants throughout the year is located approximately 20 miles north of the Study Area at the Riverside-Rubidoux Station. Some data was taken from the Perris Station and the Riverside-Magnolia Station. Table IV-2 provides the ambient air quality data for 1985-1988. State and federal ambient air quality standards are provided in Table IV-3.

The air quality data indicate that both ozone and particulates are the air pollutants of primary concern in the area. Ozone is not directly emitted, but is the result of chemical reactions of other pollutants, most importantly hydrocarbons and nitrogen dioxide in the presence of bright sunlight.

Particulates consist of particles of finely divided solids or liquids such as soot, dust aerosols, fumes and mists. The major aerosols formed in the air are sulfate and nitrate. Particulates result from dust and fume-producing industrial and agricultural operations, atmospheric chemical reaction and combustion. Particulate concentrations are usually higher in the winter, due to meteorological conditions which favor buildup of contaminants and the emission of pollutants into the atmosphere. Wherever photochemical smog occurs in areas remote from air emission sources, particulate concentrations are higher during the summer.

Table IV-2

AMBIENT AIR QUALITY[9]

Pollutant[11]		Number of Days State/Federal Standard Exceeded (Maximum Concentration)[10] Locally	Countywide
Ozone	1985	146/96 (.29)	177/130 (.35)
(0_3)	1986	133/79 (.22)	161/117 (.27)
	1987	136/82 (.20)	175/122 (.29)
	1988	137/82 (.23)	189/131 (.23)
Particulates[12]	1985	75/18 (208)	75/18 (208)
(PM10)	1986	79/8 (296)	79/8 (296)
	1987	33/0 (137)	33/0 (219)
	1988	85/16 (252)	85/11 (252)
Nitrogen[13]	1985	0/0 (.16)	0/0 (.16)
dioxide	1986	0/0 (.16)	0/0 (.16)
(NOx)	1987	0/0 (.21)	0/0 (.21)
	1988	0/0 (.19)	0/0 (.19)
Sulfur dioxide	1985	0/0 (.02)	0/0 (.02)
(SOx)	1986	0/0 (.02)	0/0 (.02)
	1987	0/0 (.02)	0/0 (.02)
	1988	0/0 (.02)	0/0 (.02)
Carbon monoxide[14]			
1985		1/0 (14)	0/1 (14)
(CO)	1986	0/0 (18)	0/0 (18)
	1987	0/0 (13)	0/0 (13)
	1988	0/1 (17)	0/1 (17)

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9 Air Resources Board, *California Air Quality Data*, 1985-1988, Vols. XVI-XIX.

10 Particulates indicated in micrograms per cubic meter (ug/m3). All other pollutants indicated in ppm.

11 Data from Perris Monitoring Station.

12 Expressed as percentage of samples taken from the Riverside-Rubidoux Monitoring Station.

13 Data From Riverside-Rubidoux Monitoring Station.

14 Data from Riverside-Magnolia Monitoring Station.

Table IV-3

AMBIENT AIR QUALITY STANDARDS

	California			Federal	
Pollutant	Time	Concentration	Method	Primary (>)	Method
Ozone	1 hour	0.10 ppm > =	Ultraviolet Photometry	0.12 ppm (235 ug/m^3)	Ethylene Chemiluminescence
Carbon Monoxide	8 hour	9.0> ppm (10 ug/m^3) 20 ppm> (23 mg/m^3)	Non-dispersive infrared spectroscopy (NDIR)	9 ppm (10 mg/m^3)	Non-dispersive spectroscopy
Nitrogen dioxide	Annual average 1-hour	— 0.25 ppm (470 ug/m^3	Gas phase chemiluminescence	.053 ppm	Gas phase chemiluminescence standard
Sulfur dioxide	Annual average 24-hour 1-hour	— 0.05 ppm (131 ug/m^3)	Ultraviolet fluorescence	0.03 ppm (80 ug/m^3) 0.14 ppm (365 ug/m^3)	Paraosanoline
Suspended particulate matter (PM10)	Annual geometric mean 24-hour	30 ug/m^3 50 ug/m^3	Size segregated Inlet Hi-Volume Sampler	50 ug/m^3 150 ug/m^3	
Sulfates	24-hour	25 ug/m^3	Methylthymol Blue	-	-
Lead	30-day Avg. calendar qtr.	1.5 ug/m^3	Atomic absorption	- 1.5 ug/m^3	- Atomic absorption
Hydrogen sulfide	1 hour	0.03 ppm (42 ug/m^3)	Cadmium hydroxide Stractan	- -	- -
Vinyl chloride	24-hour	0.010 ppm (26 ug/m^3)	Gas chromatography	-	-
Visibility reducing particles	1 observation	In sufficient amount to reduce the prevailing visibility to less than 10 miles when the relative humidity is less than 70 percent.			

Source: South Coast Air Quality Management District, *Air Quality Standards Compliance Report*, January 1988.

d. Local Air Quality

At the local level, carbon monoxide (CO) is the pollutant of major concern along roadways. This pollutant is emitted by a variety of sources, but is primarily attributed to motor vehicles. While the air quality in the Study Area is influenced by pollutants generated throughout the entire basin, CO concentrations can vary greatly based upon local traffic conditions.

The ambient air quality data indicate that state and federal standards for CO have generally been attained over the past five years. State and federal CO standards were exceeded locally one time in 1985 and 1988, respectively.

2. ISSUES AND OPPORTUNITIES

As noted previously, the existing air quality conditions within the Lake Elsinore Study Area are due largely to emissions generated throughout the entire South Coast Air Basin, especially from the highly populated western areas of the basin. Air quality within Lake Elsinore would generally be quite good without the contribution of pollutants from other areas. This problem is frequently aggravated by inversions which prevent the vertical dispersion of air pollutants.

Future development associated with general plan buildout will result in local air pollutant emissions both from short-term emissions associated with construction activities and long-term emissions associated with additional traffic and stationary sources.

a. Air Quality Management

Resolution No. 87-49 (Rule XV) was passed recently by SCAQMD in order to assist in attainment of AQMP standards. The resolution requires that as of January 1, 1990, businesses that employ 100 or more persons shall participate in trip reduction/ridesharing programs. The regulation does not distinguish between full- and part-time employees. This resolution will apply to the project because many of the individual projects will employ more than 100 persons.

The Study Area, as a part of the Central Riverside subregion, is considered "housing rich," as the ratio of jobs to housing in 2010 for the Central Riverside area is projected

to be .70, while the SCAG jobs to housing ratio for the same year for all subregions is projected to be 1.22. A subregion is considered balanced if its jobs/housing ratio matches the regional average. The city will have a jobs/housing balance in excess of 1.4 at buildout, while that of the entire Study Area will be less. The city should strive to attain a jobs/housing balance of 1.22 for the total Study Area since this ratio is the regional goal.

According to SCAG's *Guidelines for Implementing the 1988 SIP Conformity Procedures Related to General Development*, a project must demonstrate that it is improving or having a neutral effect on the subregion's job/housing ratio to be in conformance with the State Implementation Plan (SIP). Since the project will add employment in a "housing rich" subregion beyond what is required, a mitigation plan is proposed to offset the negative air quality impacts of the project.

A complete discussion and analysis of the jobs/housing balance and proposed mitigation plan is contained in the Air Quality section of the EIR. A list of recommended strategies to reduce vehicle miles traveled is also included in the Transportation/Circulation section of the EIR.

b. Short-Term Emissions

1) Construction-Related Exhaust Emissions

Heavy-duty trucks, earth movers, air compressors and power generators will be used during the construction phases. The operation of this equipment could result in a short-term increase in air pollutant levels for the project vicinity. The amount of pollutants emitted will depend upon the number, type (diesel or gasoline), and extent of operation of the construction equipment involved with the project. However, it is anticipated that construction exhaust emissions will have only short-term impacts, and will not have a significant effect on state or local air quality standards.

2) Fugitive Dust Emissions

Construction activities are a source of fugitive dust emissions that may have a temporary impact on local air quality. Building construction is one of the prevalent construction categories with the highest dust emission potential. Dust emissions typically result from land clearing, blasting, ground excavation, cut and fill operations, and construction of buildings, and infrastructure systems.

Dust emissions can vary substantially from day to day, depending on the level of activity, the specific operations, and the prevailing weather. The volume of fugitive dust generated is proportional to the area of land being worked and the level of construction activity. Based upon field measurements of suspended dust emissions from apartment and shopping center construction projects, an approximate emission factor for construction operations is 1.2 tons of fugitive dust per acre of construction per month of activity.[15] However, this factor may be high as it was derived for a semi-arid climate (the Study Area is in a mediterranean climate with a lower precipitation-evaporation index), moderate silt content (30 percent), and medium activity level (medium activity level is undefined). In addition, SCAQMD Rule 403 requires that every reasonable precaution to reduce fugitive dust emissions shall be taken including periodic watering of construction sites.

While these emissions are temporary and the mobile nature of the sources may not cause exposure to a single receptor for long periods, areas nearby construction sites may be impacted by fugitive dust which could be considered a nuisance. Compliance with SCAQMD Rule 403 will reduce dust emissions associated with construction activities to the extent possible.

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[15] Environmental Protection Agency, AP-42 Emission Factors, 1977.

c. Long-Term Emissions

Long-term air contaminant emissions in the general plan Study Area will occur from both stationary and mobile sources. The primary source of stationary emissions will be the combustion of natural gas for water heating and space heating in buildings. In addition, power plants add to regional air pollutant emissions from fossil fuels used to generate electricity.

Stationary source air pollutant emissions generated by development of the area will be lower in comparison to generated mobile source emissions. Mobile source emissions projected to result from future projects are vehicular pollutants released by increased vehicular traffic. Several pollutants are directly emitted from motor vehicles. Most notable are carbon monoxide (CO), oxides of nitrogen (NOx), hydrocarbons (HC), and particulates. Carbon monoxide is the primary pollutant of major concern along roadways since air quality standards for CO along roadways are exceeded more frequently than the other pollutant standards.

Table IV-4 provides a summary comparison of total annual emissions for the city's existing land use mix versus total annual emissions for the city's future land use mix.

As proposed, buildout of the general plan will add to the total emissions released in the South Coast Basin. Although these emissions are not considered significant in comparison to total emissions in the entire basin, the project contribution to the subregional emissions burden is considered significant.

The volume of emissions associated with general plan buildout far exceeds AQMP threshold criteria that specify when a project may impact regional air quality. Therefore, if general plan buildout is to be completed as proposed, all possible transportation control measures should be implemented to minimize mobile source air quality impacts.

Table IV-4
PROJECT-GENERATED TOTAL EMISSIONS
(Tons/Year)

Pollutant	Stationary Sources[a]		Mobile Sources[b]		Total Emissions	
	Existing	Future	Existing	Future	Existing	Future
CO	15	73	205	613	220	686
NOx	78	377	33	105	110	482
TOC	2	10	51	117	53	127
Particulates[c]	2	9	N/A	N/A	2	9
SOx[d]	5	25	N/A	N/A	5	25

(a) Derived using SCAQMD *Air Quality Handbook for Environmental Impact Reports,* revised April 1987.
(b) Derived using CARB's URBEMIS #3 model.
(c) Particulates are not included in URBEMIS #2 model.
(d) SOx is not included in URBEMIS #2 model.

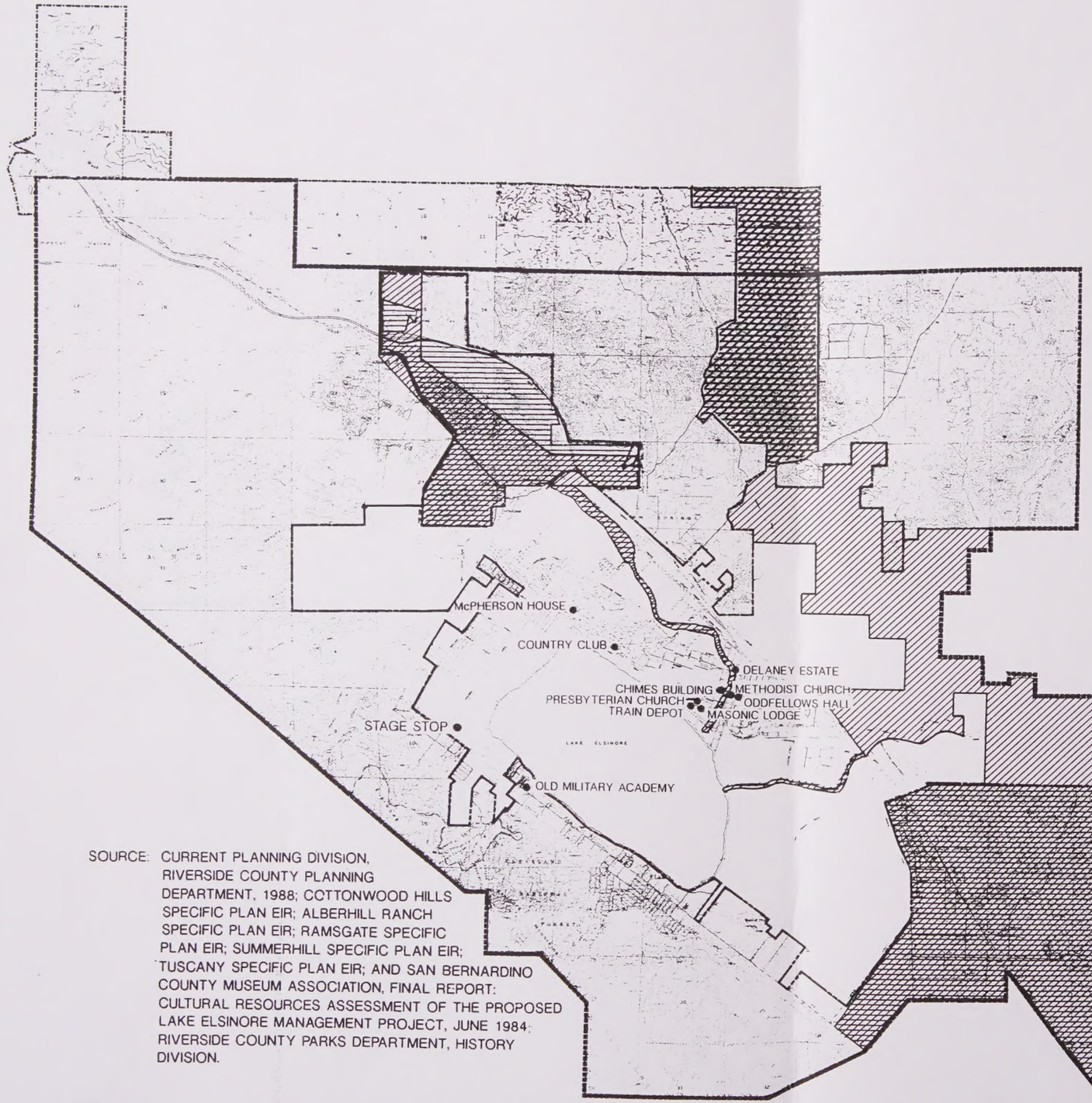
F. CULTURAL RESOURCES

1. EXISTING CONDITIONS

a. Archaeology and Paleontology

Exhibit IV-4 shows the locations of cultural resources in the Study Area. General archaeological and paleontological studies have been prepared for specific plans that have been proposed or developed within the city or the sphere area. These various studies reveal the existence of numerous resources and sites of cultural and historical relevance in the areas of Tuscany Hills, Ramsgate, Cottonwood Hills, Summerhill/Canyon Creek and the southwest area. The prehistoric sites are mainly composed of milling slicks, single surface finds which generally represented lost or discarded tools, and quartzite and slate flakes. Many prehistoric sites of Native American camps have been recorded in the Lake Elsinore sphere vicinity, with over 120 of these being located in the Southwest Area. Also included within the southwest project area are 13 probable Indian village sites.

The most comprehensive study was prepared by the San Bernardino County Museum Association in 1984. This



LEGEND

- AREAS WITH COMPLETED ARCHAEOLOGICAL SURVEYS
- AREAS WITH COMPLETED PALEONTOLOGICAL SURVEYS
- LOCALLY RECOGNIZED HISTORIC STRUCTURES

SOURCE: CURRENT PLANNING DIVISION, RIVERSIDE COUNTY PLANNING DEPARTMENT, 1988; COTTONWOOD HILLS SPECIFIC PLAN EIR; ALBERHILL RANCH SPECIFIC PLAN EIR; RAMSGATE SPECIFIC PLAN EIR; SUMMERHILL SPECIFIC PLAN EIR; TUSCANY SPECIFIC PLAN EIR; AND SAN BERNARDINO COUNTY MUSEUM ASSOCIATION, FINAL REPORT: CULTURAL RESOURCES ASSESSMENT OF THE PROPOSED LAKE ELSINORE MANAGEMENT PROJECT, JUNE 1984; RIVERSIDE COUNTY PARKS DEPARTMENT, HISTORY DIVISION.

Cultural Resources
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT IV-4

study involved records checks, literature and archival review, and field survey for the proposed Lake Elsinore Management Project. It was revealed that both historic and prehistoric cultural resources are present within and adjacent to the Lake Elsinore Management Project area. The area in the vicinity of the lake outlet may have been a prehistoric habitation site for several hundred years. The probability that subsurface archaeological remains are present in the project area is further supported by the finding of substantial cultural deposits in the testing area known as CA-Riv-2798 during the construction of a baseball field in 1941. The findings indicate that the site may be the remains of an occupation dated between 2,000 to 4,000 years ago, and may possibly yield important information on a very poorly known prehistoric period.

Major paleontological resources were identified in the southwest area and Alberhill Ranch area, located in the northeast section of the sphere area. The following rock units in the southwest area contain significant nonrenewable paleontological resources:

Temecula Arkose (Pliocene, three million years before present): Important localities have been found recently that contain very significant small vertebrates as well as primitive forms of horse, rabbit, and antelope.

Unnamed Sandstone (Middle Pleistocene, one million years to 450,000 years before present): Large Ice Age mammals such as mammoth, mastodon, horse, camel, antelope and coyote have been found in such sediments and could possibly exist in this area.

Pauba Sandstone (Early late Pleistocene, 300,000 years before present): Pauba Formation contains more than 30 paleontological resource localities.

Pleistocene Alluvium (Late Pleistocene, 10,000 years before present): In the vicinity of Lake Elsinore, recent alluvium has produced fossil horse and mammoth at several sites.

Areas of high sensitivity within the Alberhill area include the Silverado Formation, which contains some

invertebrate and plant material. The fossil plants from this formation have played a significant role in geological and paleontological studies for more than half a century, and hence are considered to be particularly significant.

As development occurs in this area, impacts are compensated for through the implementation of recovery programs. These programs include a test phase and a recovery phase prior to grading. Although the entire Study Area has not been investigated for archaeological and paleontological resources, the individual studies conducted reveal the existence of significant artifacts and specimens. These found artifacts and specimens reveal the high potential for further discovery of archaeological and paleontological resources. As uninvestigated project areas are developed, further investigation should occur.

b. Historical Resources

The Lake Elsinore area contains a variety of architectural styles, including Art Deco/Moderne, Classical Revival, and Mediterranean/Spanish. The majority of structures along Main Street date from the 1920s and 1930s. Although several of the structures have been altered from the historic motif of the period and obscured by new facades, a significant number remain intact. Many of the buildings from this period represent the city's history as a resort town. Several bungalow courts dating from the 1920s, and located along Main Street, apparently served as winter accommodations for visitors from other parts of the United States. These structures are some of the few remaining examples of bungalow courts in southern California.

The objectives of the Riverside County Comprehensive General Plan of 1984 with regard to historic and prehistoric resources are twofold. Significant historic and prehistoric resources should be identified and documented, and provisions should be made to preserve representative and worthy examples. Furthermore, the value of these resources should be recognized, and current and proposed land uses for impacts upon these resources should be assessed.

As recommended in the county plan, a survey of historic resources throughout the county was conducted in 1981 through the coordinated efforts of the County Parks Department, the County Historical Commission, the County Planning Department, and the State Office of Historic Preservation. The Riverside County Historic Resources Survey includes 53 resources determined as significant based upon county-adopted criteria. An inventory of these resources, the California Historic Resources Inventory, has been established and is maintained by the Historical Commission. The inventory is updated as additional significant resources are identified. Moreover, the Historical Commission is responsible for further assessing significant resources included in the inventory to identify those which warrant further recognition or preservation, through registration with national, state or county programs. Such programs include the National Register of Historic Places, California Registered Historical Landmarks, County Point of Interest, and County Historic Preservation District. These programs provide for the recognition, documentation, and marking of significant historic resources. These programs do not, however, provide for the preservation of the resources, with one exception. Those buildings or sites listed with the National Register of Historic Places are protected only if federal funds are involved in the project that will destroy the historic resource.

Each surveyed historic resource is eligible for designation to a program or register providing that the site is nominated. Nomination may be initiated by a historical society, various public and private organizations, as well as concerned individuals and site owners. Nomination of a historic resource to a particular program involves a lengthy application process, with the county and applicable state agencies. The nominator is responsible for the research and documentation of the site's history and value.

At present, very few historic resources in Lake Elsinore have been nominated for further recognition. The Crescent Bath House, currently known as the Chimes Building (1887), located at 201 West Graham Avenue, has been listed with the National Register of Historic

Places since 1975. Several sites are currently pending recognition. The Pioneer Lumber Company (127 West Graham Avenue), the Lake Theatre (310 West Graham Avenue), and the Gothic Revival style First Presbyterian Church (105 North Lindsay) are pending status as county landmarks.

Several historic resources are located in the Temescal Canyon. The Temescal Tin Mines is recognized as both a state Point of Interest and a county landmark. Several more sites are designated as state historical landmarks in the Temescal area, including the Serrano Boulder, the Serrano Tanning Vats, Carved Rock, Butterfield Stage Station, Painted Rock, Ruins of Third Serrano Adobe, and Old Temescal Road. Several local historic sites were likewise found within Ramsgate, Summerhill/Canyon Creek and Tuscany Hills, and the southwest area, mainly relating to the railroad/mining period. However, none of these sites has been placed on any historic listings.

Several sites in the Lake Elsinore area are unofficially recognized by the community as significant historical resources. These locally recognized sites are all greater than 60 years old. With the exception of the Chimes Building, the Masonic Lodge, the train depot, the Presbyterian Church, and the Methodist Church, these sites are not included in the California Historical Resources Inventory.

Locally recognized historic sites in Lake Elsinore include:

- Delaney Estate - north of Lake Elsinore
- Country Club - Lakeshore Drive and Bushman Avenue
- McPherson House - Skyline Drive
- Butterfield Stage Stop - Riverside Drive, northwest of the lake
- Oddfellows Hall - Ellis Street and Summer Avenue
- Tom Ranch - Rice Street

In the downtown area:

- Chimes Building (1887) - 201 West Graham Avenue
- Presbyterian Church (1889) - 105 North Lindsay
- Ambassador Hotel (1887) - 164 North Main Street
- Methodist Church - Main Street at Heald
- Train Depot (1896) - 132 West Graham Avenue
- Elsinore Woman's Club (1925) - 710 West Graham Avenue
- Masonic Lodge - 114 East Graham Avenue

At present, the City of Lake Elsinore does not have a historical preservation commission. However, a redevelopment project area has been established for the central business district, with the purpose of implementing design guidelines, and reviving the historic character of the area (Historic Elsinore Downtown Plan). The design guidelines seek to ensure that future development and renovation of the downtown area is compatible with historic motifs. The project also proposes to enhance the visual character of the downtown area through architectural treatment, streetscape, signage, and landscape modifications.

The Downtown Business Association, with the aid of the City Council, has played an integral role in the renovation of historic buildings dating from the 1930s and 1940s in the downtown area. These renovations have been financed through redevelopment project funds. The Council has approved the issuance of special low-interest rate loans for the renovation of existing downtown buildings. These loans are available to any owner of a building located in the this area.

Buildout of the general plan may result in impacts to historic resources. Development or redevelopment of land uses may involve the actual demolition of, or modification to, historic structures. A minor impact upon historic structures may occur if adjacent parcels to historic structures are developed with incompatible land uses.

2. ISSUES AND OPPORTUNITIES

a. Archaeology and Paleontology

It is anticipated that buildout of the general plan will result in direct impacts to archaeological and/or paleontological resources. As indicated previously, several studies have been conducted throughout the project area which have resulted in the finding of archaeological and paleontological sites. However, since a comprehensive study has not been conducted for the entire Study Area, the level of significance of these impacts cannot be determined on a citywide and sphere-wide basis. The level of significance has been determined only on sites that have required the preparation of cultural resource assessments through the environmental process. Since the general area has identified resource sites, it is anticipated that further resource sites exist. Therefore, further analysis should be conducted as development is proposed.

The city should require that sites proposed for future development be evaluated by certified archaeologists and/or paleontologists in accordance with the California Environmental Quality Act (CEQA). The city should also require appropriate mitigation measures as defined by Appendix K of CEQA where potentially significant adverse impacts are identified. Additional recommendations, made upon completion of test-level investigation or at the professional discretion of consulting archaeologists or paleontologists conducting test-level work, may be implemented on a project-by-project basis.

b. Historic Resources

Historic resources give character and distinction to a community and provide educational benefits for present and future generations. Although few historic resources in Lake Elsinore are recognized as significant by state or national listings or programs, several sites in the area are representative of the city's culture and history, and therefore may be considered as important resources. In order to ensure preservation of Lake Elsinore's heritage with buildout of the general plan, the city should

promote and encourage the preservation of relevant historical resources.

As there is no historic preservation society in Lake Elsinore, efforts should be made on the part of the city to preserve significant sites and structures. The city should consider targeting for preservation the Chimes Building and the sites pending status as county landmarks, including the Pioneer Lumber Company, the Lake Theatre, and the Presbyterian Church.

The city may also coordinate with county, state and national organizations and agencies in locating and identifying further historical resources for consideration by registers, inventories, or other programs to promote the preservation of historical resources. As stated previously, none of the special historical listings or programs actually offers protection for the preservation of historic structures or sites. However, designation of a historic resource through locally and nationally recognized programs, may provide protection by means of public opinion or pressure. The public is more likely to rally for a building or site's protection and hence support renovation if the resource has been declared as significant through a particular program.

The city may also coordinate with other government agencies in obtaining funds for repair, rehabilitation, and/or restoration of historic places. Funds from the Redevelopment Project and issuance of low-interest rate loans approved by the City Council, both for renovation of existing downtown buildings, should continue to be provided. The city may also pursue federal and state funding to underwrite public and private preservation activities.

The city should implement the objectives and policies established under the Redevelopment Project Area to strengthen and maintain the historical character of the downtown area, and ensure that future development and renovation of the area is compatible with historic and architectural themes. Furthermore, variance procedures may be implemented and zoning regulations amended when appropriate to encourage the maximum utilization of historic properties undergoing rehabilitation.

G. OPEN SPACE RESOURCES

1. IMPORTANCE OF OPEN SPACE

The State of California declares in Government Code Section 65561 that: "...discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will benefit urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents." Furthermore, the state recognizes open space as a diminishing resource, and requires that a city "make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by state planning law and other appropriate methods" (Government Code Section 65561). The inherent importance of providing adequate open space is to facilitate the wise use of natural resources; protect public health and safety; and to provide visual and psychological relief from intense urban environments.

Open space lands and uses can be defined in relation to the functions which these lands serve and the benefits derived from the use of these lands. Section 65560 of the Government Code identifies four specific definitions of open space uses as noted below:

- Open space <u>for the preservation of natural resources including,</u> but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.

- Open space used <u>for the managed production of resources,</u> including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of groundwater basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

- Open space <u>for outdoor recreation</u>, including but not limited to, areas of outstanding scenic, historic and

cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

- Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, floodplains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

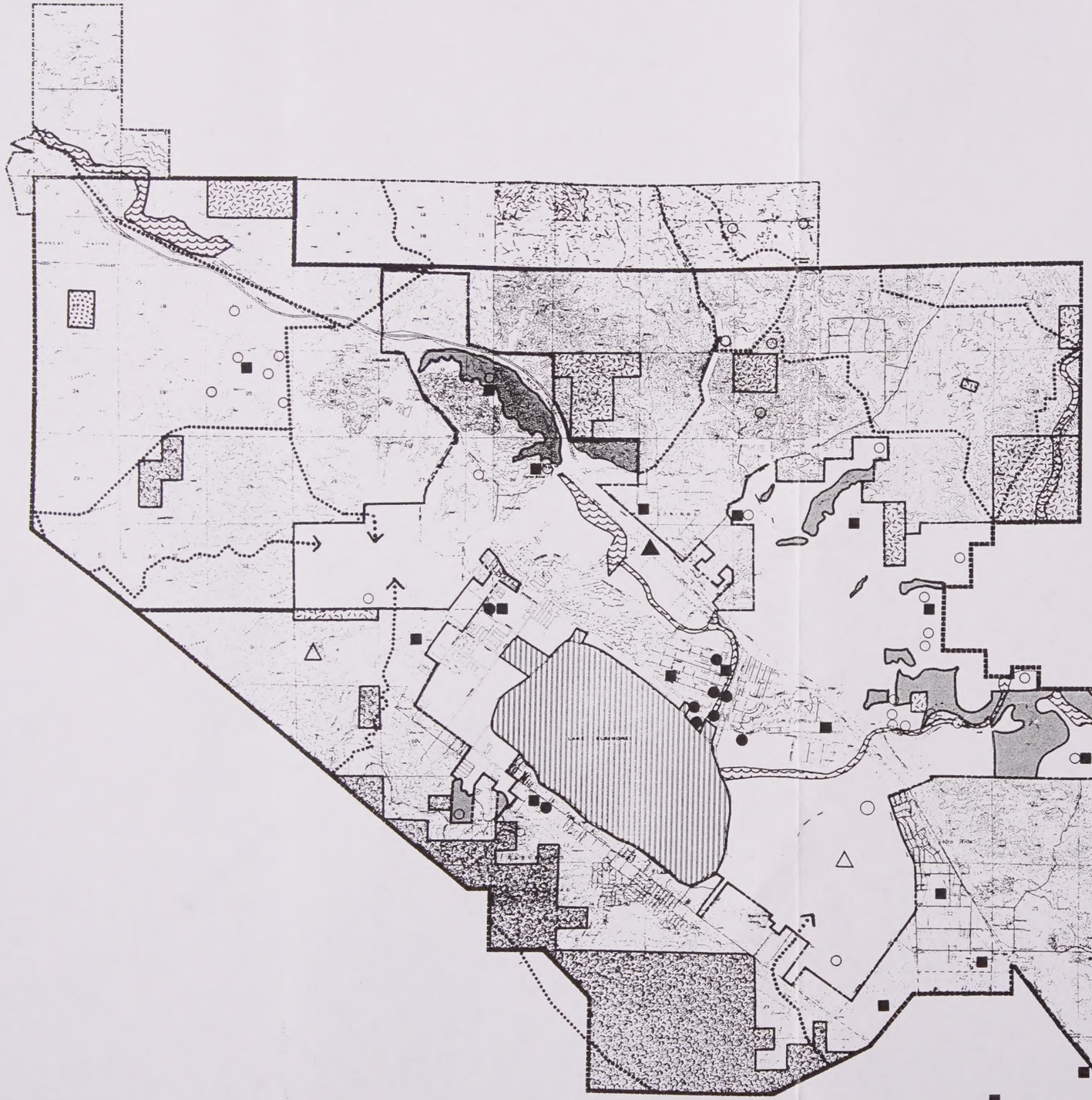
Examples of each of these open space uses can be found in the Study Area. In some instances, an individual open space facility may perform a variety of functions. As an example, the floodway of the Temescal Wash serves to protect the public from flood hazards, as well as partially protect a willow riparian forest that contains nesting sites of the least Bell's vireo. Presently, the primary means of preserving open space in the city is by receiving dedicated parkland or park acquisition fees for residential projects; by securing easements from private property owners; and by regulating the intensity of development on project sites.

2. EXISTING CONDITIONS

In 1987, Lake Elsinore's inventory of open space lands totaled over 12,800 acres or 75 percent of the city area. This open space can be classified into two primary categories: 1) permanent open space and 2) interim open space. Both of these categories are defined and discussed in the following sections. Exhibit IV-5 shows the open space and conservation areas in the Study Area.

a. Permanent Open Space

In general, land uses expected to remain committed to open space usage during the life of a general plan are regarded as permanent open space. These uses in Lake Elsinore are predominantly publicly owned facilities. However, privately owned golf courses and permanent natural open space are planned within the development of approved Specific Plan Areas.



LEGEND

PARKLAND

- EXISTING NEIGHBORHOOD/COMMUNITY PARK
- FUTURE NEIGHBORHOOD/COMMUNITY PARK

OTHER

- NATURAL OPEN SPACE
- COUNTY MASTER PLAN TRAIL SYSTEM
- EXISTING AND FUTURE SCHOOLS
- CEMETERY
- PLANNED GOLF COURSE
- STATE RECREATION AREA
- BLM LAND
- AGRICULTURAL PRESERVE
- FLOODWAYS
- CLEVELAND NATIONAL FOREST

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EXHIBIT IV-5

Public parkland comprises the majority of the city's permanent open space. City-owned parks and recreation facilities including Lake Point Park, Swick Park, and other recreation areas currently total approximately 35 acres. Over 200 acres of additional parkland will be dedicated to the city through the specific plans approved to date, including Ramsgate, Tuscany Hills, Summerhill/Canyon Creek, Cottonwood Hills and Alberhill Ranch. The Parks and Recreation Element further discusses existing and proposed park facilities, as well as establishes the objectives and policies concerning park standards and future park development.

The California Department of Parks and Recreation currently operates and maintains three recreation facilities along the lake perimeter including the Riverside Drive Campground, Temescal Wash Day-Use Area, and Four Corners Boat Landing. In addition, the California Department of Parks and Recreation owns and operates Lake Elsinore. The total state park boundary, including Lake Elsinore, is approximately 3,000 acres. Through implementation of the Lake Elsinore Management Project, the lake level will be controlled and maintained at a minimum surface level of 1,240 feet and maximum level of 1,262 feet. This will allow for year-round recreational use of the lake and beach areas. Furthermore, the project will provide a stable shallow water and shoreline habitat for a variety of plant, animal, bird and fish species. The Public Safety and Urban Services Element provides further information on the Lake Elsinore Management Project. The EIR contains a more detailed discussion of the biological resources associated with the lake and shoreline.

School playgrounds provide another important form of permanent open space within the Study Area. On the average, one-third of a school site is occupied by buildings and parking lots, while the remaining two-thirds are devoted to recreational activities. The city currently has an agreement with the Elsinore Unified School District to allow general public access and use of playground facilities at the Machado School site. This school yard facility contributes to the local park acreage needed to serve residents at the adopted standard of 5.0

per 1,000 residents. Another institutional form of open space are the two cemeteries within the city which provide a source of visual open space.

Floodways and associated retention and debris basins are limited as permanent open space in the interest of public health and safety. As discussed in detail in the Public Safety and Urban Services Element, a floodway is the channel of the stream and any surrounding floodplain area that must be kept free of development to minimize increases in flood heights. The floodways in the city for the Elsinore Spillway Channel, Temescal Wash, San Jacinto River and Wasson Canyon Creek have been mapped by the Federal Emergency Management Agency (FEMA). The floodways of watercourses outside the city limits, within the Study Area, have not yet been mapped. Such floodways will be delineated prior to future development in accordance with FEMA standards and regulations.

A variety of plant communities and wildlife are associated with the stream channel environments in Lake Elsinore. Such riparian communities as the southern coast live oak riparian forest, the southern cottonwood-willow riparian forest, and the willow or mulefat scrub are found in the Wasson Canyon, Temescal Wash and San Jacinto River channels. A detailed discussion of the vegetation and wildlife resources supported in these riparian communities is provided in the EIR.

The city's sphere of influence includes portions of the Cleveland National Forest. The National Forest Service is responsible for the long-term management of recreation activities, vegetation, water and air quality, wilderness resources, fire safety, historical and cultural resources, and land use within the forest boundaries. The use of the forest has increased 171 percent in ten years, which indicates a strong demand for the types of activities and experiences offered in the forest, as well as the close proximity of the forest to the urban growth areas.

In 1976, Congress passed the Federal Land Policy and Management Act which provided for the control and management of certain federally owned lands by the

Bureau of Land Management (BLM). The BLM is currently preparing a Resource Management Plan that encompasses the landholdings in the Study Area. The Resource Management Plan will establish the future uses of the BLM lands. BLM lands are generally managed for a multiple of uses including grazing, mining, recreation and the preservation of natural resources. The Bureau has the authority to sell land for development or exchange land to obtain areas of higher resource value. The Resource Management Plan will also address the establishment and management of a permanent Stephens' kangaroo rat preserve area. The potential reserve areas being evaluated are within the Lake Matthews/Estelle Mountain area, Steele Peak, and Canyon Lake/Kabian Peak areas. BLM land would be sold or exchanged to acquire the future reserve area.

State law provides for the acquisition of easements by purchase, exaction or gift as a means of conserving open space. Such easements are authorized by the Conservation Easement Act, the Open Space Easement Act of 1974, and other open space provisions in the Government Code. In Lake Elsinore, open space easements have been granted or assigned to the city primarily as a means to preserve steep slopes and rock outcroppings, wetlands habitats, watercourses, and historic sites. The property owner retains ownership, however, use of the land is expressly limited by the terms of the easement.

b. Interim Open Space

Interim open space areas are typically privately owned land which is vacant. Land use in this category is designated as interim open space because of the anticipated conversion to urban development at some time in the future. Until such time as development occurs, vacant lands offer temporary open space value. Through the development process, the city has numerous legal mechanisms to ensure that permanent open space uses are created or preserved as identified in the policies and implementation measures of the Open Space/Conservation Element.

In the 1987 land use inventory, approximately 49 percent of the city was considered unutilized, vacant land. Presently, a majority of this vacant land is planned, approved or in some phase of development. Within the approved Ramsgate, Tuscany Hills, and Summerhill/Canyon Creek Specific Plans, approximately 666 acres are allocated for permanent open space uses. Within the approved Horsethief Canyon, Cottonwood Hills and Alberhill Ranch Specific Plans, over 1,626 acres are reserved for permanent open space in the form of local and community parks, natural open space, lakes, school playgrounds and watercourses. The issues associated with the long-term ownership, maintenance and liability of permanent natural open space lands are discussed in the Issues and Opportunities section.

c. Agricultural Production/Mining

Approximately 558 acres in the city are used for agricultural or mining activities according to the 1987 land use inventory. Moreover, substantial mining and agricultural production presently occurs in the sphere area including mining of clay and aggregate, and the production of citrus and other fruit crops. It is estimated that 2,450 acres within Lake Elsinore are potentially irrigable land (Exhibit IV-6). As defined by the Small Reclamation Project Act of 1956, irrigable land is land that can generate sufficient income when irrigated to cover all farm operation expenses and provide a reasonable return to the farm's labor, management and equity capital. Through the funding of the Lake Elsinore Management Project from state, federal and local sources, the Elsinore Valley Municipal Water District will have sufficient money to develop a water distribution system and provide a reliable source of water to irrigate up to 4,750 acres of land.

The Open Space/Conservation Element contains objectives and policies encouraging the conservation of agricultural lands and discouraging the premature conversion of such land to other uses as required by Government Code Sections 51200 et seq. The California Land Conservation Act (Williamson Act) allows counties and cities to establish agricultural preserves as a mechanism to protect agricultural lands. Generally, as

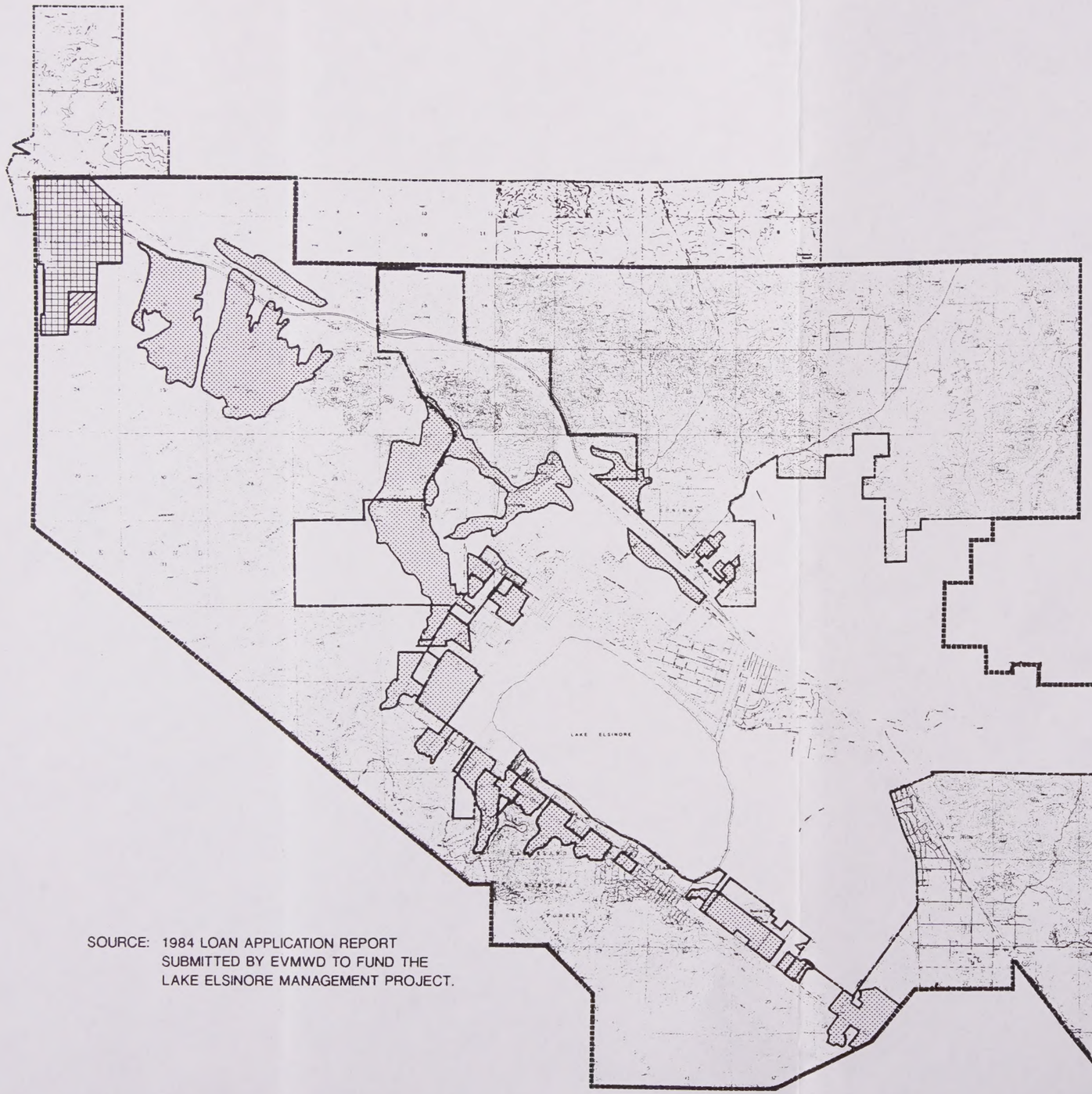
development approaches an agricultural area, the price of land is driven upwards by owners and buyers speculating on the land's future development potential. An increase in the assessed value of the agricultural land and corresponding increase in taxes charged to the owners encourages the sale of agricultural land for development. Under the Williamson Act, the local agency and landowner agree to continue agricultural activities for at least ten years. In return, the local agency agrees to assess the property at its agricultural rather than market value.

Within the unincorporated sphere area, one agricultural preserve is in effect. There are no agricultural preserves within the city limits. Exhibit IV-6 identifies the area of the reserve that is due to expire in May 1990 and the remaining 10-acre parcel that will continue under the provisions of the Act. Termination of the contract may be initiated by either the property owner or the local agency.

3. ISSUES AND OPPORTUNITIES

The designation of open space areas in the Study Area should be based on what is needed to protect such vital natural resources as wetlands, riparian areas, productive lands, and lands containing unique or endangered plants and animals. Permanent open space should also be designated where required to avoid such hazardous environmental conditions as erosion, flooding and seismicity. Protecting natural resources and avoiding hazardous conditions promotes the health, safety and general welfare of the community. Protection does not mean total prohibition of these lands from other uses; rather, it means the wise and managed stewardship of the lands, preserving the natural function of biological systems while allowing compatible development. In some instances, open space areas should be kept free of development. In some instances, such areas can sustain certain types of development without a detrimental impact.

The environmental quality of the Study Area is determined by the natural resources present and the use or misuse of those resources. The thousands of undeveloped acres in the Study Area are endowed with diverse and high quality resources as discussed throughout the Open Space/Conservation Element. In evaluating proposed projects, the city should seek permanent open space that maintains or enhances the quality of the environment including the preservation of major



LEGEND

- AREA TO REMAIN IN AGRICULTURAL PRESERVE
- AGRICULTURE PRESERVE (EXPIRES IN 1990)
- IRRIGABLE LANDS

NOTE: AREA IDENTIFIED DOES NOT ACCOUNT FOR RECENT DEVELOPMENT OR APPROVED PROJECTS.

SOURCE: 1984 LOAN APPLICATION REPORT SUBMITTED BY EVMWD TO FUND THE LAKE ELSINORE MANAGEMENT PROJECT.

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ridgelines; canyons containing endangered plant and animal species; rock outcroppings; areas containing riversidian sage scrub, riparian woodlands and other communities of concern; mineral lands; outstanding historical and cultural resources; and lands suited for park and recreation purposes. This comprehensive approach toward the designation and protection of open space lands also includes seeking open space linkages between projects. Contiguous areas of open space function to conserve wildlife corridors, important habitat areas, and significant landforms. A well-planned open space network ensures the proper migration and movement of wildlife, and the survival of plants or animal food sources necessary to support a balanced biological community. Furthermore, contiguous areas of open space reduce the competition for food sources within and among species. Larger open space areas offer greater protection from the effects of development and human activities, as well as promote the continuity and stability of the species.

As future development occurs, the location, design and construction of land uses and infrastructure will be evaluated in terms of public safety constraints. Floodways, seismic fault zones, geologically unstable areas, and steep terrain where grading may pose a hazard due to erosion should remain in permanent open space. In addition, when the mapping of floodways by FEMA in the unincorporated sphere area is complete, the floodways should receive an open space zoning when such lands are annexed into the city. The city will also evaluate the compatibility of proposed development with adjacent land uses and may require the designation of an open space "buffer" to separate residential districts from industrial and commercial uses.

The mechanisms by which the city can pursue the acquisition and preservation of open space are defined in a comprehensive action plan within the Implementation Program of the Open Space/Conservation Element. The city may acquire open space by direct purchase, exaction, easement, development agreement, gift, and other means authorized by state law. The primary mechanism used to acquire parkland is authorized by the Quimby Act (Government Code Section 66477) which allows the city to impose on a residential subdivision a requirement of parkland dedication or fees in lieu thereof for park and recreation purposes.

The on-going maintenance and liability associated with the dedication of permanent open space is a key issue for the city. As noted previously, over 2200 acres of natural open space will be conserved within approved specific plans in the Study Area. The amount of permanent open space will continue to rise as new projects

are implemented. Most of this acreage is proposed for deeding, dedication or open space easement to the city.

The city has several options to ensure that such lands are properly maintained to minimize wildfire hazards, remove litter and maintain fire breaks. The city may form Community Facilities Districts to fund the maintenance of open space lands as well as public facility improvements. The city may opt to fund maintenance costs through a lighting and landscape district. The city's preferred mechanism is to require a master property owners association or master homeowners association to assume ownership, maintenance and liability of large open space areas within a project boundary.

The Open Space/Conservation Plan (Exhibit IV-5) identifies the existing and future permanent open space lands within the Study Area. As a growing community, the city has a rare opportunity to plan for and guide the provision of future open space lands.

H. MINERAL RESOURCES *(Amended March 14, 1995)*

1. INTRODUCTION

The City of Lake Elsinore and the surrounding area were mined for such mineral resources as arsenic, copper, gold, lead-silver-zinc, manganese, tin, coal, limestone and silica from the late 1800s through the early 1900s. During the last fifty years, clay deposits from the Alberhill area and construction aggregate from McVicker Canyon and Rice Canyon have been the area's most important mineral commodities in terms of tonnage, dollar value, and continuity of production.

While the extraction of minerals is important to the region's economy, the general plan must also balance residential, commercial and other development with mineral extraction activities. Such mineral extraction activity is an interim use which may appropriately shift to residential, commercial or other development in order to accomplish other goals of the general plan.

2. EXISTING CONDITIONS AND ISSUES

The policies and implementation programs of the general plan related to the management of mineral resources, are intended to protect mineral deposits for future development and to ensure that

adverse impacts caused by mineral extraction will be reduced or eliminated.

a. Surface Mining and Reclamation Act of 1975 (SMARA)

The Surface Mining and Reclamation Act (SMARA) of 1975 requires the State Board of Mining and Geology and the State Geologist to prepare mineral resource reports that designate mineral deposits of statewide or regional significance. There are two phases to the SMARA's process: classification and designation. Classification is an inventory of select mineral commodities within a defined Study Area. These are areas where adequate information indicates that significant mineral deposits are present or where it is judged that a high likelihood for their presence exists. Designation identifies deposits of regional or statewide significance based on economic value of the deposits and accessibility. Under SMARA, the city is required to incorporate information classifying or designating mineral deposits within twelve months of receiving the information from the State Mining and Geology Board.

"Guidelines for Classification and Designation of Mineral Lands", adopted by the State Mining and Geology Board, require that the State Geologist classify areas into Mineral Resource Zones (MRZ). The following MRZ categories are used by the State Geologist in classifying these areas.

MRZ-1: Areas where available geologic information indicates there is little likelihood for the presence of significant mineral resources.

MRZ-2: Areas of identified mineral resource significance. The MRZ-2 category is further divided on the basis of both degree of knowledge and economic factors. Areas classified MRZ-2a contain discovered mineral deposits that are either measured or indicated reserves; MRZ-2b areas contain discovered reserves that are either inferred reserves (limited data) or are deposits presently considered sub-economic. Land with an MRZ-2a classification is of prime importance since it contains known economic mineral deposits.

MRZ-3: Areas containing known or inferred mineral occurrences of undetermined mineral resource significance.

MRZ-4: Areas of no known mineral occurrences where geologic information does not rule out either the presence or absence of significant mineral resources. The MRZ-4 classification does not imply that there is little likelihood for the presence of mineral resources, but rather there is a lack of knowledge regarding mineral occurrence.

In addition to providing a means for recognizing the mineral potential of lands in the state, SMARA establishes policies and procedures for the conduct and reclamation of surface mining operations.

b. Mineral Resource Areas

In 1991, the State Mining and Geology Board published a report classifying mineral resource lands in the Lake Elsinore Study Area and surrounding vicinity[16]. Of particular interest are the MRZ-2 areas identified for construction aggregate and clay deposits as shown on Exhibit IV-7.

The construction aggregate resource areas include sand and gravel deposits in McVicker Canyon, Rice Canyon and Temescal Wash. The mouth of McVicker Canyon has been subdivided and developed, thereby, eliminating this area from consideration as a sand and gravel reserve for the foreseeable future. However, the regionally significant upstream deposits are currently being mined and the disposition of this use over the long term will be addressed in the future La Laguna Estates Specific Plan. The deposits associated with Rice Canyon and Temescal Wash are also being mined. The long term extraction and recommended use of these lands will be addressed in the future specific plans required for these areas.

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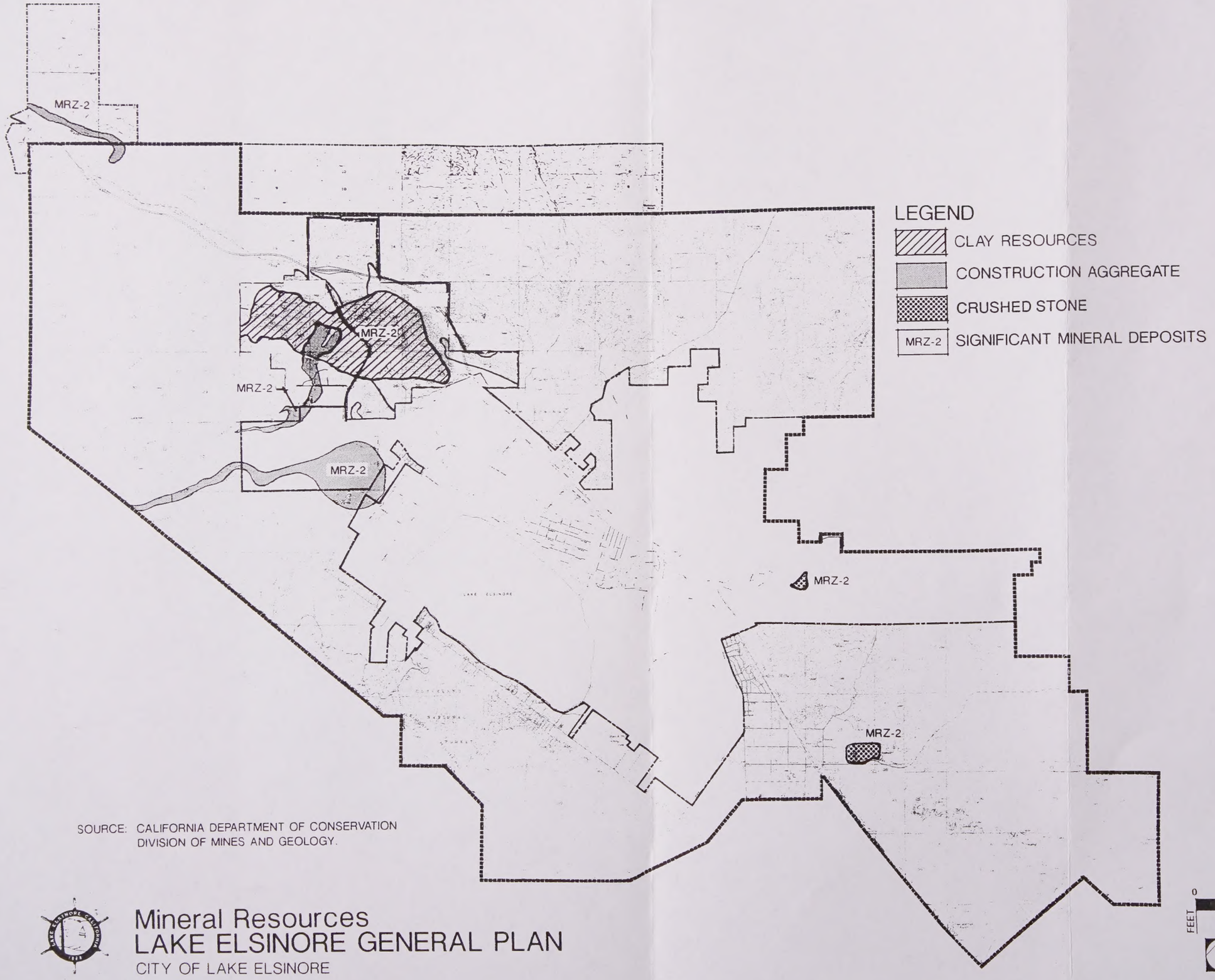
16 Mineral Land Classification of the Temescal Valley Area, Riverside County, California Special Report 165, 1991, prepared by the State of California Department of Conservation, Division of Mines and Geology.



SOURCE: CALIFORNIA DEPARTMENT OF CONSERVATION
DIVISION OF MINES AND GEOLOGY.

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Additional construction aggregate resource areas include two crushed stone sites located along Bundy Canyon Road and Railroad Canyon Road. Both have been mined intermittently in the past by the Riverside County Transportation Department and other operators as a source of base aggregate for roadway construction. The Railroad Canyon Road site is located within the approved Cottonwood Hills Specific Plan Area. The Bundy Canyon Road site is within the sphere of influence in an area designated for Very Low Density and Low Density residential use.

Significant clay resources are associated with the Alberhill area in the northern portions of the city. The largest of these deposits lies west of I-15 (Pacific Clay Products) with a much smaller area on the east side of the freeway. The clay deposits associated with Pacific Clay Products have been classified by the state since 1982. The other deposit was added more recently through the 1991 classification study.

Since 1895, nearly 14 million tons of clay has been mined in Riverside County and a significant amount of this clay has come from the Alberhill area. In general, the clays of the Alberhill area have been used to produce two main types of clay products. Red-burning, residual clay (the red and white mottled facies of the claystone unit) and some of the green, waxy clay shale are used to make heavy clay products such as sewer pipe, face brick and tile. White "bone clay", fire clay, and the white facies of the claystone unit are used in the production of refractory clay products such as fire brick, flue lining, and pottery. In addition, red "bone clay" is sold directly for cement use. The clay materials extracted are stockpiled, blended and processed into marketable items in Pacific Clay Products' kilns on the premises.

The Pacific Clay Products deposits are located within the Approved Alberhill Specific Plan and Future Pacific Clay Specific Plan Areas. The mining activity is being phased out in accordance with approved permits and the continued use and ultimate reclamation of these lands has been or will be addressed in the specific plans prepared for these areas. The smaller deposit to the

east is within the sphere of influence adjacent to the future North Alberhill Ranch Specific Plan in an area designated for Mountainous Residential use.

The Open Space/Conservation Element Implementation Program includes specific standards and guidelines for evaluating the compatibility of development proposals adjacent to existing mining areas in the city and sphere of influence.

I. SOIL RESOURCES

1. EXISTING CONDITIONS AND ISSUES

The soil types mapped in the Lake Elsinore area are associated with the Cajalco-Temescal-Las Posas, Friant-Lobo-Escondito, Cieneba Rockland-Fallbrook, Hanford-Tujunga-Greenfield and Monserate-Arlington-Exeter Associations (USDA, November 1971). A brief description of each soil association is provided below.

The following three soil associations are found in the foothill areas.

Cajalco-Temescal-Las Posas Association - This soil association is found in the hilly or steep areas of Lake Elsinore and is generally rocky. Some areas within this association are cobbley or stony. Minor soils of this association, such as those of the Bosanko series are the parent rock for clay formations.

Friant-Lodo-Escondido Association - Soils of this association are mainly located on islands of metamorphosed sandstone and mica schist rock in intermediate valleys and in the foothills of the Santa Ana Mountains. The large drainageways between the mountainous ridgelines in this association contain alluvial soils.

Cieneba-Rock Land-Fallbrook Association - The intermediate valley and the foothills of the San Jacinto Mountains contain this soil association which is located on islands of granite rock. Between these rock islands, alluvial fans exist. Rock outcropping occurs sporadically in this soil association. Minor soils of the association are Arlington, Bonsall, Bosanko, Buren, Vista and Visalia. The Bosanko soils are rich in weatherable minerals. The Cieneba soils contain acid gravelly coarse sand.

The following soil associations are found on the basin floor. These associations have a surface layer of sand and sandy loam on alluvial fans and floodplains.

Hanford-Tujunga-Greenfield Association - The soils of this association are on short alluvial and floodplains which were created from granitic alluvium that washed down from the upland areas.

Monserate-Arlington-Exeter Association - This association occurs on old alluvial fans and terraces. These soil areas are dissected by drainageways that have flat bottoms and steep sides. The soils of this association were formed from granitic alluvium which washed down from the San Jacinto Mountains.

Due to the rich alluvial soils that exist within Lake Elsinore, agriculture was one of the economic bases for the original settlement of the city. The soil associations which may contain prime agricultural soils include the Hanford-Tujunga-Greenfield and Monserate-Arlington-Exeter. The soils of these associations are used chiefly for grain and pasture. With irrigation, truck crops, alfalfa, grain, citrus, fruit crops, and grapes can be grown.

Over the last few decades, plans have been approved for development on areas considered to be prime agricultural land, and agricultural land owners have opted to cancel agricultural preserves. The prohibitive costs related to agriculture business operations as well as the growth pressure of Lake Elsinore's urbanization have caused the reduction of existing agricultural uses and conversion of prime agricultural lands (soils).

Protecting against the loss of soils from wind and water erosion is an identified goal for development of the general plan. The effects of urbanization include the potential for increased erosion and sediment transport. As vegetation is removed during site preparation and grading activities, soil is exposed and is susceptible to wind and water erosion. The increased velocity of runoff resulting from the construction of impermeable surfaces can also increase the erosive power of storm flows. Therefore, downstream areas may experience increased sediment deposition which can affect water quality and related biological resources. The impacts are considered significant prior to mitigation, and mitigated with the implementation of measures designed to protect against erosion and minimize the short-term and long-term loss of soils exposed during grading and construction.

J. OPEN SPACE/CONSERVATION ELEMENT IMPLEMENTATION PROGRAM

Natural and cultural resources within the Study Area are protected or required to be managed under existing federal, state, regional and local regulations and review procedures as listed below. The city has also adopted ordinances that provide for the designation of open space areas for purposes of public safety, natural resource preservation, recreation and scenic quality. Additional programs or regulations that may be developed by the city to achieve the policies of the Open Space/Conservation Element are specified below.

1. FEDERAL REGULATIONS

Key federal regulatory measures and policies which are relevant to the implementation of the city's Open Space/Conservation Element are as follows:

- National Environmental Policy Act (NEPA)
- Antiquities Act
- U.S. Historical Sites Act
- U.S. Act for the Preservation of Historical and Archaeological Data
- Federal Endangered Species Act
- Clean Water Act, Section 404
- Fish and Wildlife Coordination Act
- Fish and Wildlife Service Migratory Bird Treaty

2. STATE REGULATIONS

Key State of California regulatory measures and policies which are relevant to the implementation of the city's Open Space/Conservation Element are as follows:

- California Environmental Quality Act (CEQA)
- AB 3180, Chapter 1232, California Statutes of 1988
- California Endangered Species Act (CESA)
- Native Plant Protection Act (NPPA)
- Water Control Policies of the State Water Resources Control Board.
- California Department of Fish and Games policies regarding alterations to bodies of water.
- Provisions of the Subdivision Map Act
- State Mining and Geology Board, Alquist-Priolo Special Studies Zones and SMARA

- Conservation Easement Act
- Open Space Easement Act

3. LOCAL IMPLEMENTATION MEASURES

The following is a summary of policies, regulations and other measures which are either in place or could be adopted by the city which would serve to implement the Open Space/Conservation Element goals, objectives and policies.

a. The city's zoning ordinance establishes overlay districts that contain additional requirements, limitations and standards to identify and preserve significant natural and cultural resources and to designate open space areas for public safety, recreation and scenic quality.

b. Review proposed development to ensure that all necessary federal and state permits have been received prior to grading permits or when required by the federal or state agency.

c. Provide for the long-term management of high sensitivity biological habitats particularly in development areas adjacent to the Cleveland National Forest and other high fire areas, in cooperation with the County Fire Department, California Division of Forestry, and the U.S. Forest Service.

d. Require the preparation of a resource management program for specific plan areas that incorporates landscape design guidelines, provides a plan for fuel modification zones and provides for long-term management of significant biological resources within open space areas.

e. Continue to utilize the city Landscape and Lighting District as a means to maintain landscaping within the public right-of-way and within other city-owned lands.

f. Explore the opportunities available for the development of a citywide recycling program; distribute information to the citizenry on a periodic basis that encourages recycling and identifies the location of recycling facilities.

g. Actively support water district programs that promote water conservation throughout the city.

h. Coordinate with the water districts serving the Study Area to evaluate water demand and the supply system periodically to ensure the long-term availability of a sufficient water supply, including proper management of local groundwater resources.

i. In conjunction with local water districts and the California Department of Water Resources, develop an addendum to the city's landscape guidelines that encourages the use of the xeriscape (low water usage) landscape concept in new development. The addendum should address the following:

   1) A plant palette that includes acceptable low water use landscape materials to be used for new projects;

   2) Standards which limit turf areas to a specified percent of a commercial or industrial project's landscaping;

   3) Guidelines which provide for efficient irrigation systems with irrigation schedules that will be utilized for each season of a year;

   4) Utilization of the xeriscape planting concept in model home(s) in new tract developments. Brochures or other informational items should also be made available to encourage the use of this concept by new homeowners.

j. The city, in conjunction with the local water districts and the California Department of Water Resources, should promote the xeriscape concept by providing for a reasonable combination of the following measures:

   1) Develop demonstration gardens at public facilities that incorporate xeriscaping.

   2) Make available brochures, pamphlets or other informational and promotional techniques that encourage xeriscaping.

3) Make information available on the water cost savings of xeriscape by use of local newspaper or brochures enclosed in water bills.

4) Establish landscape awards for projects that institute water conservation landscaping.

5) Work with the local water districts to establish a rebate program offered for residential and non-residential development that incorporates xeriscape landscaping.

6) Work with local nurseries to establish a "plant of the month" program that includes native or drought-resistant plant materials

k. Continue to work with the EVMWD in establishing a reclaimed water distribution system within the service area to provide reclaimed water for irrigating landscaping along I-15 and to potentially irrigate future community and regional park lands and golf courses.

l. Amend existing codes and ordinances, as appropriate, to require the use of water conservation methods in the plumbing and landscaping of projects.

m. Require the preparation of a runoff management plan for specific plan areas that addresses the impacts of water runoff on the lake and water courses, specifies erosion control measures during construction and grading, evaluates project impacts of water disposal on the existing infrastructure, and addresses other issues deemed appropriate by the City Planning Department. Specific consideration to be given to areas adjacent to the lake where management and regulation is necessary to promote healthful water quality conditions.

n. Adopt an ordinance requiring all surface mine operators within the city to submit surface mining and reclamation or plans in accordance with state policy prior to the operation of a mine. Surface mining includes surface work incidental to underground mining. The ordinance shall contain provisions for inspecting mine operations and securing compliance with reclamation plans.

o. The following guide will be used in evaluating the compatibility of proposed land uses on or adjacent to mineral lands classified as MRZ-2 areas of regional or statewide significance:

Incompatible: Land uses inherently incompatible with mining or that involve public or private investment that effectively eliminate future mining due to the higher economic value of the land and its improvements. Examples of such uses may include:

- High density residential
- Low density residential with high unit value
- Public facilities
- Intensive industrial
- Commercial

Compatible: Land uses inherently compatible with mining or which require a low public or private investment in structures, land improvements and landscaping, and which would allow future mining because of the low economic value of the land and its improvements. Examples of such uses may include:

- Large lot rural development (For example: 1 unit per 10 acres)
- Low impact industrial
- Recreation (public/commercial)
- Agricultural
- Grazing
- Open Space

p. Require surface mining operators to submit mining and reclamation plans to the city in accordance with the provisions of state or federal laws and city ordinances.

Mining plans to include, but not be limited to, information on the mining operations and the effect of such operations on terrain, natural and man-made slopes, the water table and drainage. Additionally, require mining plans to include plans for the control of erosion and sedimentation, water quality, runoff and flooding, drainage, the protection of fish and wildlife and control of noise, dust, vibration, smoke, odors and lighting. The development of the property as a mining site to conform

substantially with that as shown on the submitted plot plan.

q. The operation(s) of all mines to comply with applicable federal, state and city standards. Additionally, mining operations and practices will comply with the standards and requirements of those additional agencies having jurisdiction and control over the mining site, its operations or the operation's environmental impacts.

All mining operations to be conducted in a manner that best protects the public's health, safety and welfare from hazards related to the mining operations.

r. Implement, through the Subdivision Ordinance or through other appropriate mechanisms, the Solar Rights Act of 1978 which addresses structural orientation for solar access, and includes such concepts as solar easements, functional landscaping, street layout, and architectural designs that reduce embodied energy costs.

s. Evaluate the control measures recommended by the Air Quality Management District and the Southern California Association of Governments as identified in the Final 1989 Air Quality Management Plan. Develop a long-term implementation strategy for those control measures deemed feasible by the city. The local government control measures to be evaluated include:

1) alternative work weeks and flex-time;
2) employer ride-share and transit incentives;
3) parking management;
4) vanpool purchase incentives;
5) truck dispatching, rescheduling and rerouting;
6) growth management;
7) energy conservation programs;
8) waste recycling;
9) energy pricing, tax and subsidy incentives;
10) prohibition of swimming pool heating;
11) merchant transportation incentives;
12) low emission materials for building construction; and
13) paving of roads and parking lots to reduce fugitive dust.

t. Require comprehensive records search and where appropriate, field survey and mitigation plans prior to approval of development projects in areas anticipated to possess archaeological and paleontological resources.

u. Continue to provide a low interest loan program through the Redevelopment Agency for the rehabilitation and maintenance of significant architectural, historical and cultural buildings or districts.

v. Implement variance procedures and amend zoning regulations when appropriate to encourage the maximum utilization of historic properties undergoing rehabilitation.

w. Evaluate the potential for acquiring federal and state funding to underwrite public and private historical resource preservation activities.

x. Adopt a Planned Unit Development ordinance consistent with the standards in the Land Use Element to allow the clustering of development and the dedication of open space for conserving natural resources, views, and providing recreational opportunities.

y. Encourage project design which retains in open space those areas which are significant to the management and conservation of natural resources as referenced by Government Code Section 65560, including agricultural lands and property adjacent to agricultural lands.

z. Prepare and adopt a trails master plan as specified in the Parks and Recreation Element.

aa. Restricts uses in floodways, control the alteration of floodplains and stream channels, and strictly regulate development in the floodplain fringe, as defined by the Flood Insurance Rate Maps (FIRM), in accordance with the Lake Elsinore Municipal Code Flood Hazard Area and Floodplain Management Ordinance

bb. Require grading and construction erosion, siltation and dust control plans and the incorporation of adequate measures into all development projects. Such measures will consider available best management practices

(BMPs) and may include sandbagging of newly graded slopes, prompt planting of disturbed areas, phasing of grading and construction activities to minimize exposed areas susceptible to erosion, and the routing of runoff flows through desilting basins prior to discharge into any watercourse.

Parks and Recreation Element

V. PARKS AND RECREATION ELEMENT

A. INTRODUCTION

1. OVERVIEW

The Parks and Recreation Element has been prepared and adopted at the option of the City of Lake Elsinore. The importance of this element at the local level is based on several factors, including:

- A widespread interest and need for recreational facilities and activities in response to an increasing amount of available leisure time by the general citizenry.
- The general availability of park facilities and the impression that schools and parks are an important ingredient of the "quality of life" in an urban community.
- The growing awareness of local citizens that parklands will become more costly the longer acquisition and improvement is delayed.
- The fact that state legislation permits local jurisdictions to require dedication of parklands from new developments if a parks and recreation element has been adopted and sets forth standards for the establishment of this requirement.

A variety of recreational amenities currently exists within and in close proximity to the City of Lake Elsinore, including the lake itself, the adjacent Cleveland National Forest, local and regional parks, athletic fields and access to school facilities. This element includes policy and implementation measures which seek to increase the level of recreation opportunities for its citizenry as the city and region continue to grow.

2. PURPOSE

The Parks and Recreation Element is intended to identify park and recreational resources that exist within the city and to suggest ways in which these resources can be preserved or enhanced. The element is used as a guide for the acquisition and development of a city-wide system of parks and recreation areas.

B. EXISTING CONDITIONS

The Parks and Recreation Element provides an inventory of current park and recreation facilities and provides goals, objectives and policies to meet the city's existing and future recreation needs. The City of Lake Elsinore Community Services Department will develop a parks and recreation master plan, including an implementation plan consistent with and supportive of this element.

1. PARKLAND

Park acreage per capita standards are developed by each individual jurisdiction to assess current and future needs for park facilities. The national standard is approximately 2.5 acres of parkland per 1,000 population. State guidelines recommend approximately 2 acres per 1,000 population. The County of Riverside recommends one developed acre and 25 natural park acres per 1,000 population.[17] The park acreage per capita standard for the City of Lake Elsinore is 5 acres per 1,000 population.[18]

Several existing and future park facilities, including local, regional, state and federal facilities, are located in the Lake Elsinore region, which serve city and area residents. Those parks located within the Study Area are shown on Exhibit V-1 and listed in Tables V-1 and V-2.

Table V-1

EXISTING PARK LAND

City Parks

1. City park - between library and Limited Avenue just west of Main - 2.5 acres
2. Gediman Park - Main and Graham Avenue - .175 acres
3. Lake Community Center - 310 Graham Avenue (Graham and Langstaff)
4. Lake Point Park/Senior Center - 420 Lakeshore Drive (east of Short Street) - 12.5 acres
5. Machado School Park - Machado and Joy Street, part of Machado School - 5 acres
6. Swick and Matich Park - Poe and Lakeshore - 7 acres
7. Yarborough Park - Flint and Poe Street - 2.7 acres

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17 Correspondence with Jeffrey Weinstein, Riverside County Parks Department, February 7, 1990; Riverside County General Plan.

18 City Resolution No. 89-44, August 29, 1989.

8. City Beach Area - Lakeshore Drive between Kellogg and Poe Street - 5 acres

TOTAL: approximately 35 acres

Lake Elsinore State Recreation Area

9. Temescal Day Use/Beach Area - 25 acres
10. Riverside Area Campground - 75 acres

TOTAL: 100 acres

Ortega Trails Recreation and Park District

11. Butterfield Park - Grand Avenue, Butterfield School - 7 acres

TOTAL: 7 acres

Cleveland National Forest

12. Within San Diego, Orange, and Riverside counties - a total of approximately 420,054 acres

Riverside County Parks Department

13. Harford Springs Park - 12 miles southeast of Corona on Gavilan Road - 325 acres
14. Kabian Park - Quail Valley, 4 miles south of Perris on Goetz Road - 640 acres
15. Double Butte Park - 1 mile northwest of Winchester on Grand Avenue - 600 acres

Table V-2

FUTURE PARK LAND

Ramsgate Specific Plan Area

1. Community park - 31 acres
2. Neighborhood park - 2.7 acres

Cottonwood Specific Plan Area

3. Neighborhood park - 5.0 acres (adjacent to 10.6-acre school)
4. Neighborhood park - 5.0 acres (adjacent to 10.7-acre school)
5. Parkway park - 4.4 acres
6. Community park - 27.7 acres (adjacent to 11.3-acre school)

Alberhill Specific Plan Area

7. Community park - 30 acres
8. School park - 15 acres
9. School park - 15 acres

Horsethief Specific Plan Area

10. Neighborhood park - 7.3 acres
11. Neighborhood park - 3.0 acres
12. Neighborhood park - 7.0 acres
13. Park/recreation center - 12.8 acres (adjacent to 10-acre school)
14. Natural community park - 30.1 acres
15. Natural community park - 21.7 acres

Tuscany Hills Specific Plan Area

16. Neighborhood park - 4.8 acres
17. Neighborhood park - 3.2 acres
18. Open space/park - 37.4 acres
19. Private recreation - 4.3 acres
20. Private recreation - 6.8 acres

Summerhill/Canyon Creek Specific Plan Area

21. Mini park - 1.9 acres
22. Mini park - 1.25 acres
23. Mini park - .95 acres
24. Mini park - .75 acres
25. Mini park - .3 acres
26. Mini park - 2.5 acres

Other Parks

27. Southeast corner of the city
28. McVicker Canyon alluvial fan area
29. Summer Lake Park
30. North Peak Specific Plan Area (49+ acres)

TOTAL: Approximately 330+ acres

Based on the City of Lake Elsinore's existing local park facilities and a 1990 population estimate of 15,971, the city's community parkland to population ratio is approximately 2.2 acres per 1,000 population. Therefore, approximately 45 acres of additional parkland is needed to serve the existing city population at a ratio of 5 acres per 1,000 population.

The city's primary tools in acquiring parklands include utilizing development fees as authorized by the Quimby Act (AB 1150) and seeking parkland dedication and/or improvements through the development agreement process. The Quimby Act enables local agencies to require the dedication of local park acreage, the payment of fees, or a combination thereof, as part of the subdivision process. Resolution No. 89-44 of the City of Lake Elsinore[19] is based upon the

[19] Adopted August 29, 1989.

Quimby Act, and requires dedication of land or payment of a fee for park development based upon residential density, and utilizing the standard of 5 acres per 1,000 people.

State grant programs for parkland development are also utilized but are not a reliable source of funds. Park operations and maintenance responsibilities are funded through the city's general fund and the landscape and lighting district.

The Riverside County Parks Department provides for the regional recreation needs of County residents. Regional parks in proximity to the Lake Elsinore area are located outside the sphere of influence, and range in distance from the city between 5 and 12 miles. The parks contain between 325 and 600 acres each, and for the most part, are relatively undeveloped.

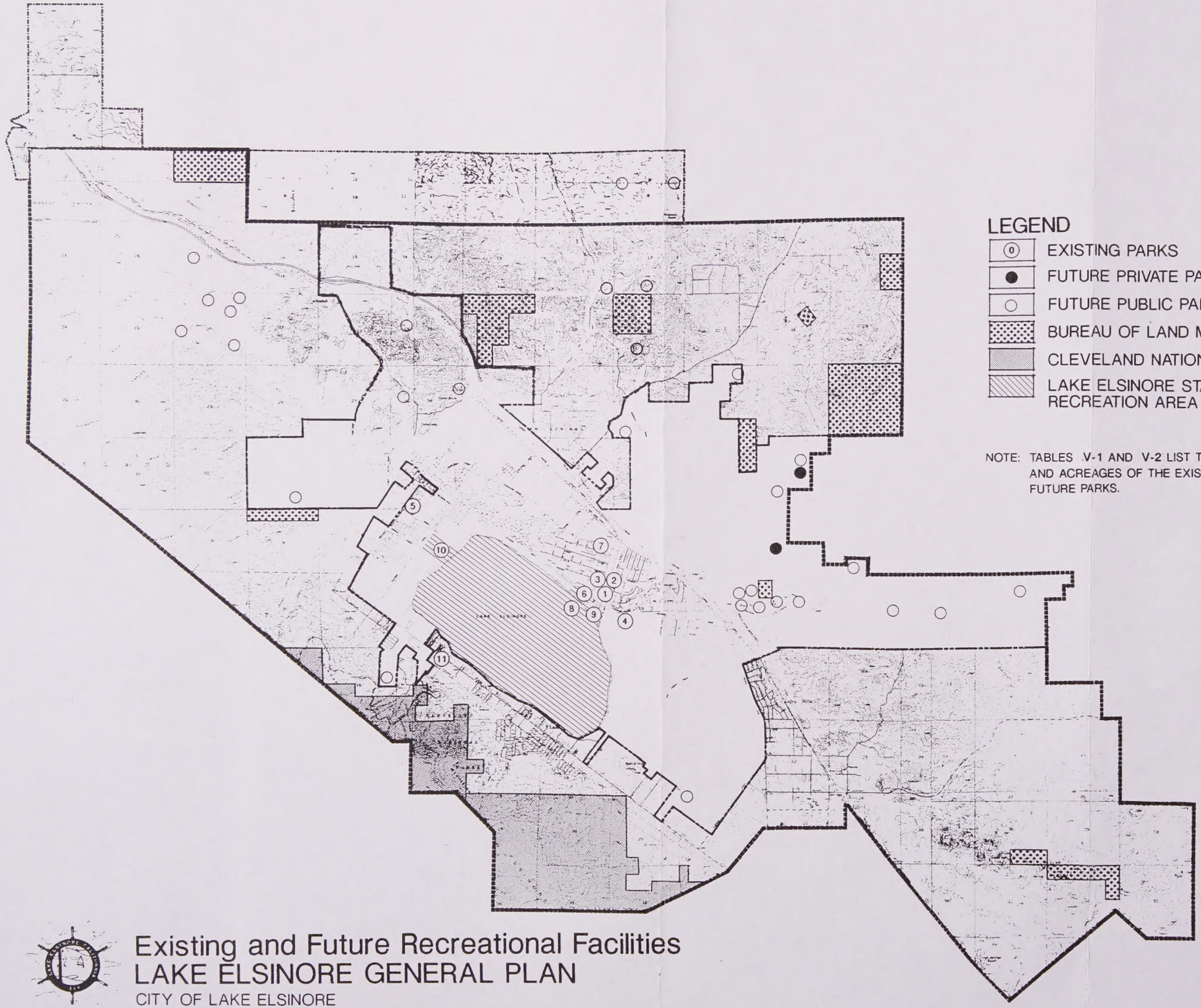
The approximately 3,000-acre lake area within the city is designated as a State Recreation Area, and is under ownership of the State of California Department of Parks and Recreation. Implementation of the Lake Elsinore Management Project will result in significant additional usable acreage around the lake. The project proposes improvements to the lake in order to eliminate shoreline fluctuation and flooding, and to upgrade water quality. As well as the construction of a levee and improvements to the inflow and outflow channels, several projects for park and recreation enhancement are planned. Improvements include the development of additional public beaches, offshore fishing areas, and expansion of existing campgrounds.

In addition to the Lake Elsinore State Recreation Area, the state also maintains the Lake Perris Recreation Area, located approximately 12 miles from the City of Lake Elsinore.

The Cleveland National Forest, located immediately west of the city, is the only federally managed park and recreation facility in the Lake Elsinore area. The forest provides additional recreational opportunities (day use picnicking/hiking and camping) to residents of the region.

2. RECREATION FACILITIES

The following section discusses recreation facilities and opportunities in the Lake Elsinore area. The locations of these facilities are shown on Exhibit V-1.



LEGEND

- EXISTING PARKS
- FUTURE PRIVATE PARKS
- FUTURE PUBLIC PARKS
- BUREAU OF LAND MANAGEMENT
- CLEVELAND NATIONAL FOREST
- LAKE ELSINORE STATE RECREATION AREA

NOTE: TABLES V-1 AND V-2 LIST THE LOCATIONS AND ACREAGES OF THE EXISTING AND FUTURE PARKS.

Existing and Future Recreational Facilities
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

0 3000 6000 9000

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EXHIBIT V-1

a. City of Lake Elsinore Recreation Facilities

Various community organizations currently sponsor a wide range of sports programs including soccer, youth and adult softball, and Little League within the city. These organizations coordinate with the Community Services Department for use of city park and recreation facilities and area school sites. In addition, the city offers a full range of recreational programs to city residents. Substantial annual growth of these programs indicates increased citizen participation rates in both adult and youth sports activities. Currently, community sports programs are conducted in city park facilities (pools and softball diamonds) as well as available school facilities to accommodate the recreational demand. However, as noted above, several planned developments are committed to providing additional park and recreational facilities for the city through the Quimby Act and development agreements.

The city is constantly expanding recreation programs. In addition, the city is finalizing a joint use agreement with the Elsinore Unified School District regarding city use of existing school recreation facilities and city participation in the development of future school facilities. The implementation of the joint use agreement and the expansion of recreation programs, will allow a more comprehensive approach towards meeting the recreational demand in the city.

b. Ortega Trail Recreation and Park District Facilities

The Ortega Trail Recreation and Park District is a special recreation and park district. The District's service area includes the following communities and development areas: Wildomar, Sedco Hills, Canyon Lake, Lakeland Village, Good Hope and Lee Lake. Funding sources for the District include: county tax base, 34 percent; augmentation, 16 percent; grants, 34 percent; program service fees, 16 percent.

The purpose of the Ortega Trail Recreation and Park District is to provide a program of recreation and leisure-time activities for all persons residing within the district. According to the District, this shall be

accomplished through the acquisition, development and construction of recreation and park areas and facilities, along with the development of supervised recreation programs. The District offers several programs in the arts, sports, health and fitness, and self-enrichment and improvement. In addition, the District supports other programs and organizations for senior citizens, teens, and children, as well as other members of the community. The organizations include Boy Scouts, Girl Scouts, Hang Gliding Association, volunteer groups, and ball leagues.

The District currently maintains a seven-acre facility at Butterfield School Park. The facility includes child play areas, ballfields, soccer fields, a multi-purpose facility, a child care facility, and restrooms. The District also has an agreement with the School District to utilize the high school's swimming pool, and also rents various school classrooms or gymnasiums to hold a number of its programs.

The District anticipates the addition of further parks and facilities to meet the many needs of the growing population in its service area. Facilities planned for the near future will support basketball and volleyball activities, as well as a snack bar and community center. The District plans to utilize community development block grants to fund these planned facilities.

c. <u>County of Riverside Parks Department Recreation Facilities</u>

The Riverside County Parks Department provides for the regional recreation needs of County residents. As previously noted, the County operates three parks in proximity to the Lake Elsinore area, although they are located outside of the sphere area. Harford Springs Park is located directly north of the city, and contains 325 undeveloped acres. Kabian Park is located northeast of the city in Quail Valley, and contains 640 acres, including equestrian trails, a hiking/interpretive trail, and picnic facilities. Double Butte Park is also located northeast of the city, and includes 600 acres of undeveloped parkland.

d. Lake Elsinore State Recreation Area Recreation Facilities

The majority of the land occupied by Lake Elsinore is owned by the State of California Department of Parks and Recreation, and is referred to as the Lake Elsinore State Recreation Area. While the lake is state property, it is located partially within the City of Lake Elsinore and Riverside County limits. Operation of Lake Elsinore State Recreation Area has been the responsibility of the Department of Parks and Recreation's Southern Region offices in San Diego. Field operations, such as resource management, public services, administration, and maintenance are administered through the Los Lagos Area Office located at Lake Perris, along with the unit office at the Riverside Drive area. According to the Lake Elsinore State Recreation Area General Plan of 1984, responsibility for operation of Lake Elsinore State Recreation Area is proposed to be transferred to an entity of local government. Ownership of the land, however, would remain with the State of California Department of Parks and Recreation.

The state park boundary encompasses nearly 3,000 acres, including three recreation areas which consist of Riverside Drive, Four Corners, and Temescal Wash. The Riverside Drive area covers approximately 75 acres, and has been the prime development in the recreation area with day-use facilities and a large campground. The Four Corners area is undeveloped and consists of about three acres. The Temescal Wash area consists of two contiguous parcels which cover approximately 25 acres. This strip is developed for picnic and beach use. The remaining shoreline is entirely within private ownership.

Most recreation activities which occur at Lake Elsinore State Recreation Area are water-oriented, and include boating, swimming, fishing and water-skiing. Camping and picnicking are also popular activities.

Future plans, in conjunction with the Lake Management Project, include the upgrading of present recreational facilities and the creation of new facilities with development of the proposed levee. The Riverside

Drive area would be enlarged to include expansion of the existing campground facilities and new boat launching facilities. A new state park, consisting of approximately 35 acres, would be built on the northeastern shoreline, and would provide for swimming, picnicking, and boat launching. Beach facilities would be added at both ends of the main levee, with access provided by a roadway across the top of the levee. The levee top would also be widened to provide for vehicular parking.

e. Cleveland National Forest Recreation Facilities

The Cleveland National Forest lies within San Diego, Orange, and Riverside counties and totals approximately 420,054 acres. All national forests, including the Cleveland National Forest, are guided by direction from numerous sources. Laws passed by Congress, such as the National Environmental Policy Act, National Forest Management Act, Multiple-Use Sustained-Yield Act, Threatened and Endangered Species Act, and others provide direction for certain aspects of management.

As well as providing for diverse and viable wildlife and plant communities through habitat maintenance and improvement, management goals include the provision of a full range of recreation opportunities. According to the Land and Resource Management Plan for 1986, recreation constitutes a major use of the forest and the need for recreation facilities is expected to increase substantially in all areas of the forest in the coming years.

Existing major developed recreation complexes include Laguna Mountains, Fry Creek Observatory, Blue Jay-El Cariso, and San Juan Canyon. The forest maintains five picnic areas, sixteen family campgrounds, seven group campgrounds and two information stations. These sites occupy a total of approximately 412 acres and are capable of accommodating approximately 4,200 persons at one time. Their use accounted for approximately 30 percent of the forest's recreation use in 1980. As of 1986, the use of these facilities was at 80 percent of capacity. Developed facilities exceed their design capacity during weekends in the high use season, while

weekday use during this same period is typically 10 to 25 percent of capacity.

Overnight camping in areas without developed facilities is permitted in most areas, while day use activities are allowed in all areas of the forest. Hiking and horseback riding are popular activities in the forest; the 1986 plan projects that by 1995 the demand for hiking will increase 110 percent, and the demand for equestrian facilities by 76 percent in the forest's sphere of influence. Lastly, the Cleveland National Forest has 1,560 acres in two "open" areas and 107 miles open for off-highway vehicle uses. Current off-road vehicle routes are typically destination oriented, with little opportunity for a loop trip.

In 1980, forest recreation opportunities were used to 82 percent capacity. According to the 1986 plan, current (1990) recreation use in all areas except semi-primitive non-motorized areas is estimated to be at capacity levels. According to the 1986 plan, demand projections show a need for more developed recreation areas, and for a better balance to be achieved between developed facilities and dispersed opportunities.

As funds are available, both developed and dispersed recreation facilities will be provided to meet the demand within the capabilities of the land. Emphasis will be on providing facilities and controls to open the recently purchased land in Laguna Meadow to appropriate public use. Planned facilities include the Laguna arrival complex with a visitor center, picnic area, viewing decks, trailhead parking, nature trails, hiking trails and remote camping facilities. Several projects are planned for a later date, including:

- An extensive interpretive program;
- Additional campgrounds and day use facilities (including bicycle trails);
- Several regional parks on national forest land financed by Orange County; and
- Expansion of the Fry Creek recreation area of the Palomar Ranger District to provide additional camping and recreation activities.

With regard to dispersed recreation activities, an expanded trail network will be built to meet the rapidly growing desire for hiking and horseback riding. There is the potential to link county regional trails with the forest trails. There will be an increase in the number of miles of off-road vehicle routes with an emphasis on loop routes. Additional off-road vehicle cross-country opportunities will also be provided by expanding the Corral Canyon Area from 1,200 acres to 1,800 acres.

3. TRAILS

The Riverside County Parks Department has developed both a regional bike and regional trail master plan for the area. Recreation trails are located within county parks, and also serve to interconnect the parks. It is the county's aim to provide a hiking and equestrian trail system that interconnects County parks and recreation areas, and that provides linkage opportunities between open space areas, equestrian communities and regional recreation facilities. The City of Lake Elsinore does not currently maintain a recreational trail system in the city. Development of trails within the city limits interconnect with those of the county and provide for a more comprehensive trail system.County master planned trails in the vicinity of Lake Elsinore are shown on Exhibit IV-5 of the Open Space/Conservation Element. The extension of county trails through the city is the responsibility of the city.

C. ISSUES AND OPPORTUNITIES

Given the magnitude of growth planned in the vicinity of Lake Elsinore, the city is challenged to provide a variety of park and recreational opportunities for both existing and future residents. As noted earlier, the city will prepare a park and recreation master plan to guide the acquisition and development of city park and recreation areas. Currently, over 200 acres of new parkland are committed to the city through approved specific plan areas. The majority of these planned facilities are designated for active recreational uses and will include a variety of facilities designed to accommodate active recreational demand (ie., athletic fields, tennis and basketball courts, play areas, etc.).

The lake itself is a significant recreational resource available to residents of the city and surrounding region. The 1984 General Plan for the Lake Elsinore State Recreation Area identified the ultimate

transfer of responsibility for operation to a local governmental entity. This represents an opportunity for the city to pursue the acquisition, development and use of the lake area for recreational and related uses.

In addition to "active" recreational demand, the city is also experiencing increasing demand for more "passive" oriented recreational opportunities and facilities, including hiking trails, equestrian trails, bicycle paths, and hang gliding take-off and landing spots. Given the area's unique physical features, abundance of natural resources, and the city's proximity to the Cleveland National Forest, there are ample opportunities to integrate some of the region's natural and scenic resources with both off-road and on-road trail systems. Off-road trail opportunities are available in open space areas, floodways, steeply sloped areas, and other natural resource preservation areas where concentrated development is restricted. Coordination with federal, state and county agencies could provide for comprehensive trail systems that incorporate many of the area's regional and local park facilities. Development of this system within the city could occur through developer agreements, similar to those being implemented for park acquisition. The city should prepare a trails master plan to provide connections with county trails and meet the demand for hiking and equestrian trail use.

The area's physiographic features have made it one of the few places in southern California with favorable conditions for hang gliding. The Lake Elsinore area supports a unique atmospheric condition, referred to as a convergence zone. Excellent flying conditions are created by converging air masses resulting from the combination of a marine layer air mass moving into mountain areas, and bright morning sun. Development in the area, however, has reduced the available landing locations for hang gliding activities, and this trend is expected to continue.

Currently, Edward's Canyon and "E" cone area in the Cleveland National Forest serve as sites for take-off launches. A three-acre private parcel along Ortega Highway near Grand Avenue serves as a landing area. While this site is presently under private ownership, it is likely to be developed in the near future, according to a Hang Gliding Association spokesperson. Furthermore, the parcel is only three acres, while five acres is the preferred minimum for landing sites. Required acreage varies based on the pilot's proficiency. A larger landing area, optimally ten acres, would accommodate pilots of diverse skills. A parcel less than this amount may not be sufficient for less proficient hang gliders.

Through an agreement with the Ortega Trail Recreation and Park District, landing is permitted to a limited extent, often for emergency landings, in the Butterfield School Park. With regard to additional landing sites, future local or regional parks planned within the Lake Edge and East Lake Specific Plan Areas could provide for potential landing sites.

Revenue is also an issue with respect to the provision of park and recreation services. The continued use of "shared cost" and Joint Powers Agreements between the City of Lake Elsinore and other state, county and local agencies to develop park and recreation facilities is encouraged. Opportunities for large scale passive park development may also be available using these mechanisms for lands held by the County of Riverside and the Bureau of Land Management (BLM). Currently, the BLM is preparing a land use plan, the Resource Management Plan, that will establish the future uses of the BLM lands. Present BLM areas are shown on Exhibit V-1.

D. PARKS AND RECREATION ELEMENT IMPLEMENTATION PROGRAMS

In order to further the goals, objectives of policies of the Parks and Recreation Element, the city shall consider the following implementation measures.

1. Preparation of a Park and Recreation Master Plan to address the following:

   - Facility and park development standards;
   - Acreage and facility projections;
   - Implementation plan alternatives;
   - Park and recreation facility improvement recommendations;
   - Construction and maintenance cost projections; and
   - Financing plan.

2. Preparation of a Trails Master Plan to address the following:

   - Hiking and equestrian trail design and development standards;
   - Linkages with county and Ortega Trail/Recreation and Park District trail system;
   - Implementation plan alternatives;
   - Construction and maintenance cost projections; and

- Financing plan.

3. In the interim, the city shall review development proposals for the inclusion of recreational trails consistent with the county master plan system and the impacts of providing said trails upon existing and planned development.

4. Explore additional public and private funding sources necessary to acquire, operate and maintain city park lands and recreation facilities and programs.

5. Explore opportunities for cooperative agreements with the State Department of Parks and Recreation to provide recreational activities and programs, develop and maintain park sites, and acquire park acreage.

6. Explore opportunities for cooperative agreements with the County of Riverside to provide interpretive programs, exhibits and the operation and maintenance of riding, hiking and biking trails.

7. Implement City Resolution No. 89-44 pursuant to the Quimby Act, with consideration of an amendment to allow private park acreage credits, and update in-lieu fees annually as appropriate.

8. Consider entering agreements with school districts to have school grounds and auditoriums available to local residents for recreational use after normal school hours and/or weekends.

9. The city shall pursue the acquisition of Lake Elsinore and initiate cooperative agreements with the State Department of Parks and Recreation regarding lake enhancement actions such as the use of beach land, the provision of concessions, recreation facilities, security patrols and the sharing of operation and maintenance costs.

Public Safety and Urban Services Element

VI. PUBLIC SAFETY AND URBAN SERVICES ELEMENT

A. INTRODUCTION

1. OVERVIEW

The Public Safety and Urban Services Element is intended to document potential hazards that must be considered in planning the location, type, and density of development. By identifying the nature and location of potential hazards, the city is able to adopt a land use plan that reflects such hazards and to establish appropriate policies and programs to prevent or minimize injuries, damage to property, and economic and social dislocation. This element also includes information on the ability of the city and other service providers to offer services and operate facilities at acceptable standards. In response to the anticipated growth within and around Lake Elsinore, the city has chosen to address the maintenance and future provision of essential public facilities and services.

The Public Safety and Urban Services Element specifically addresses the following:

- Fire Hazards and Prevention Services
- Crime and Prevention Services
- Geologic and Seismic Hazards
- Flood Hazards
- Hazardous Waste
- Emergency Preparedness
- Water and Wastewater Services
- Solid Waste
- Educational Facilities
- Library Services

2. AUTHORIZATION

Government Code Section 65302(g) requires the adoption of a Safety Element to protect the public from unreasonable risks associated with seismic hazards, geologic hazards, flooding, fire, hazardous waste, and other public safety hazards.

Under state planning law, local governments have the discretion to adopt any other elements or address any other subjects which relate to the physical development of the city. The City of Lake Elsinore has elected to incorporate certain public facilities and services within this element. Once adopted, the goals, polices and programs carry the

same authority as those adopted for subjects contained in the mandated elements of the general plan.

Exhibit VI-1 shows the locations of public services and facilities in the Study Area.

B. FIRE HAZARDS

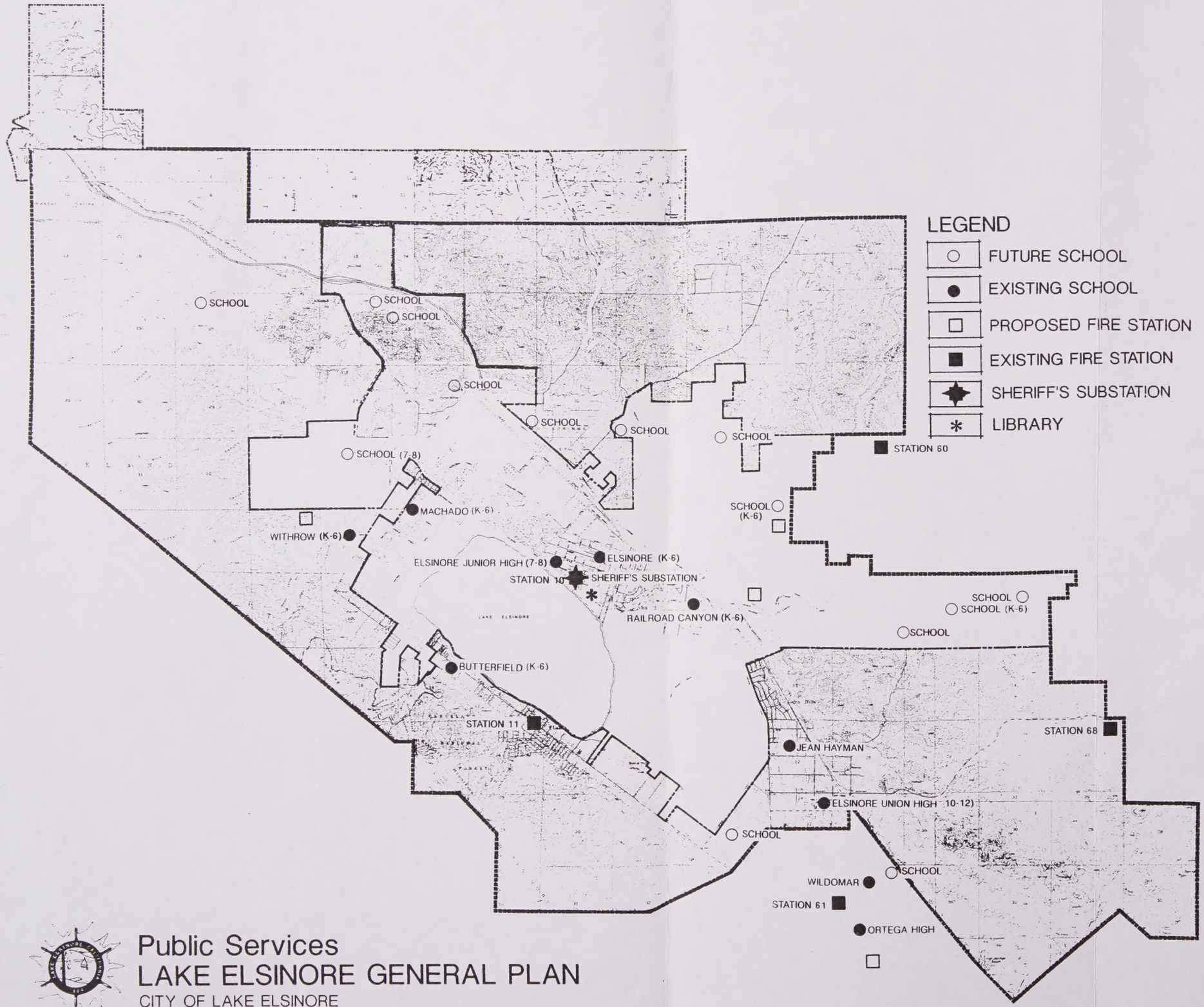
1. EXISTING CONDITIONS

The Riverside County Fire Department contracts with the California Division of Forestry to provide fire protection services to the Study Area. Fire and rescue stations which currently serve Lake Elsinore and the sphere area are described below.

Station #10 is located at 410 West Graham Avenue in the southeast portion of the city. Equipment includes one rescue squad (owned by volunteers), five pumpers, and one breathing support unit (all owned by the county). Personnel is provided on the basis of one fire captain/engineer and one fire fighter, 24 hours per day, seven days per week and six additional personnel 24 hours per day during fire season. This station provides the initial attack to the city core area as well as the northeast and southwest sides of the I-15 freeway from Wasson Canyon Road to Railroad Canyon Road. Lake Elsinore Station #10 rates second highest in responses in the entire county (74 stations total). This station responds to 160 calls per month and was nearing 200 calls per month in 1989.

Station #11 is located at 17643 Brightman, west of the city in Lakeland Village. Equipment includes two county-owned engines, and one volunteer-owned squad. The station is manned on the basis of one person, 24 hours per day, seven days per week and supplemented by volunteers.

Station #61, Gruwell Street, in Wildomar, is approximately 6.8 miles from the city's downtown area. The average response time from the station to Lake Elsinore is 8-20 minutes. This station provides service to the southeastern part of town. Service includes one pumper and one attack unit and one squad owned by the county. One fire fighter and one fire captain/engineer are provided on a 24-hour basis. Additional personnel are provided entirely by volunteers.



Public Services
LAKE ELSINORE GENERAL PLAN
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EXHIBIT VI-1

Furthermore, the County Fire Department can access additional manpower or equipment through the emergency situations mutual aid agreements. Station #5, 28971 Goetz Road, Quail Valley, approximately ten miles east of the city, provides additional fire protection service with one engine and one truck. Other fire stations in the area include Stations 60 and 68, also to the east. All stations are also supplemented by on-call volunteer fire-fighters.

Additional fire stations which are planned for the city include the following: Elsinore Station #1 is planned to be constructed, equipped and staffed by July 1991 at or near the intersection of Machado and Lincoln streets. Elsinore Station #2 is planned for completion by July 1992 near Railroad Canyon Road and I-15. As conditions are met, and as justified, an additional fire station (Elsinore Station #3) will be built near Gafford Road and Lost Road in the southeastern portion of the city.

Paramedic services are provided by the private company of Goodhew Ambulance Service, located in Lake Elsinore. There is no direct cost to the city for paramedic services. However, the fire department provides basic life support service only.

State law requires that the California Department of Forestry be financially responsible for the protection of those watershed, forest and rangelands outside of incorporated cities and federally owned land, as designated by the State Board of Forestry. Riverside County is responsible for all structural fire protection in the unincorporated area of the county and for the wildland areas outside of lands classified as state responsibility. The city is financially responsible for all fire protection within its boundaries.

The goal for fire and emergency services response times is currently five minutes for urban areas and six minutes for rural areas. Urban and rural areas are defined as follows:

> Urban: A broad mix of uses including commercial centers, heavy industrial uses and residential densities of two to 24 dwelling units per acre.
>
> Rural: Uses include agriculture, small dispersed commercial and residential densities ranging from one unit per ten acres to two dwelling units per acre.

Although the Countywide Information Map contained in the Riverside County General Plan (December 1989) shows that the city

is outside a high fire hazard area, several areas adjacent to the city are in fire hazard areas. Due to the city's proximity to such areas, the relatively low annual rainfall, and the occurrence of dry Santa Ana winds, the city is considered to be in an area with a high risk of fire.

The Insurance Services Office current standard requirement for fire flow is an average of 2,500 gallons per minute for commercial uses and 1,000 gallons per minute for residential uses. However, fire flow requirements for existing uses have been developed on an individual project basis and range from 500 gallons per minute to 3,500 gallons per minute.

2. ISSUES AND OPPORTUNITIES

This element sets forth the city's goal to provide fire protection services at a ratio of one full time fire-fighter per 1,000 persons and a response time of five minutes for urban areas and six minutes for rural areas. Anticipated growth in Lake Elsinore at buildout of the general plan for the current city limits will result in an increase in demand for services and require approximately 130 full time fire-fighters, with additional staffing needed to serve development of the sphere area.

Other recommendations for fire protection services were provided in the Fire Protection Study Report and Area Specific Master Plan prepared by Rex Griggs in November 1989. This report does not address general plan buildout, but does address fire and emergency services for the year 2000. Recommendations of this report include the provision of at least three new fire stations with three person engine staffing, initiation of paramedic operations by July 1992 at Station #10 and an additional paramedic unit at the future Station #2 by July 1994. The report also recommends alternate locations for additional fire stations, additional apparatus/vehicles, and projects estimated personnel/operating costs.

These recommendations along with contracting with the Riverside County Fire Department for fire prevention program activities (ie., annual fire safety inspections for businesses and weed abatement programs) will serve to achieve the city's goal of receiving an Insurance Services Office (ISO) rating of "4". The Emergency Operations Plan (EOP) developed by the city, furthermore, enhances the city's ability to respond efficiently to a major fire disaster.

The city will continue to coordinate with Riverside County and the California Forestry Division to minimize potential fire hazards in

areas of special concern, including the Cleveland National Forest and areas served below the acceptable fire service response time.

C. CRIME PREVENTION SERVICES

1. EXISTING CONDITIONS

The City of Lake Elsinore contracts with the Riverside County Sheriff's Department for law enforcement services. The Sheriff's Department provides a full range of services necessary to enforce state statutes and the codes and ordinances of the city. The provided services include street patrol, crime investigations, accident investigations, and administrative and supervisory functions. The Sheriff's Department is also represented at meetings of the City Council, Public Safety Commission and city staff.

The Sheriff's Department serves the city from its Lake Elsinore substation. The city contracts for 56 hours of service per week or 2-3 full-time officers.[20] The officer to population ratio, based on a 1990 population estimate of 15,971 residents, is 1 officer per 6,388 residents. A new contract being negotiated with the county is anticipated to increase the number of full-time officers substantially.

The Sheriff's Department also patrols and serves the unincorporated areas within the sphere area at a basic level of county service.

2. ISSUES AND OPPORTUNITIES

This element sets forth the city's goal to provide police protection services at a ratio of 1.5 officers per 1,000 residents. To meet the service level for the existing population, the city would need to contract for a total of 24 full-time officers. Anticipated growth in Lake Elsinore at buildout of the general plan will require a total of 194 full time officers to provide this desired officer-to-population service ratio, with additional staffing required to serve the sphere area. As the property tax base and other sources of revenue to the city improve with new residential and commercial development, a higher level of service may be provided.

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[20] According to Deputy McLellan, Riverside County Sheriff Department, December 1989.

The crime rate in Lake Elsinore is considered to be above average by the Sheriff's Department in terms of the criminal and non-criminal activity. Burglary, which is one of the most common serious crimes in Lake Elsinore, can be discouraged through the implementation of the "defensible space" concept. Defensible space increases the visibility and recognition of suspicious persons or happenings by neighbors or law enforcement officers. The use of proper lighting, the location of doors, windows and landscaping to permit surveillance, the provision of sufficient access; and the use of burglary-resistant hardware are important crime prevention techniques.

In addition to design measures aimed at creating defensible developments, road improvements can be made that may reduce the number of accidents and driving violations that occur within the city. Uniform road widths and signalized intersections where warranted can reduce the potential for accidents and moving violations. Furthermore, the provision of adequate off-street parking in commercial areas and near public facilities can minimize parking violations.

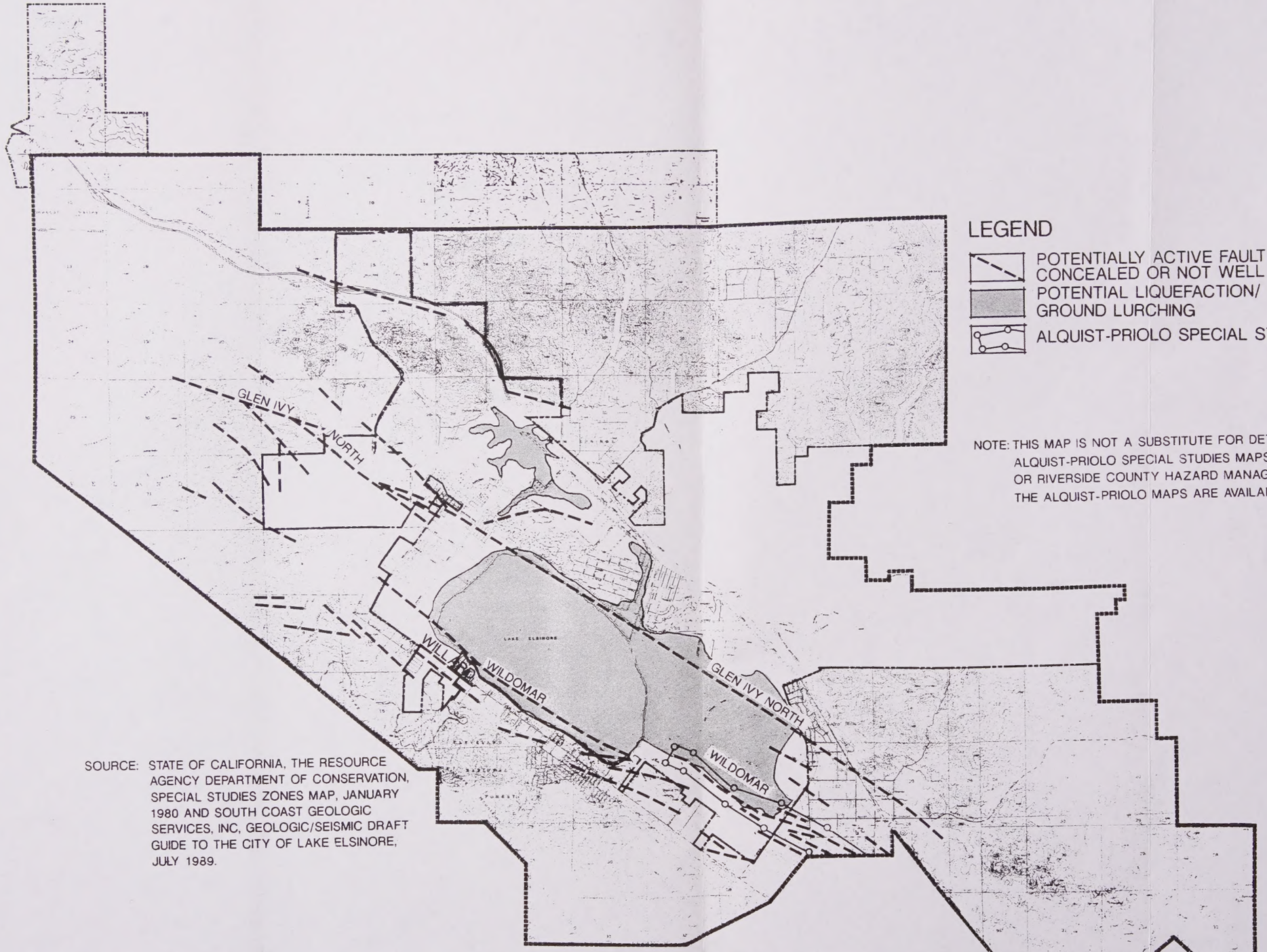
D. GEOLOGIC AND SEISMIC HAZARDS

1. EXISTING CONDITIONS

The city is located within the Elsinore Valley, which is a northwest trending trough bordered on the north by the Temescal Mountains, and on the south by the Elsinore (Ortega) Mountains. The northeastern edge of the basin is bordered by the Sedco and Cleveland Hills, which are a part of the Temescal Mountain Range.

The structural geology of the Lake Elsinore area is dominated by northwest trending faults which comprise the Elsinore Fault Zone. The major faults within the Elsinore zone are the Glen Ivy North, the Wildomar, and Willard faults (Exhibit VI-2). In addition to these major faults, minor cross-faults are present in the western and southeastern portion of the Elsinore Basin. The Elsinore Fault Zone separates the Perris Block to the north and Santa Ana Mountains Block to the south.

Concern about the growing number of structures located on or near active and potentially active faults led the state of California to enact the Alquist-Priolo Geologic Hazards Zone Act of 1972. The Act was revised in 1975 and renamed the Alquist-Priolo Special Studies Zone Act. This act requires that geologic studies must be undertaken prior to the approval of structures for human occupancy located within



LEGEND

- POTENTIALLY ACTIVE FAULT CONCEALED OR NOT WELL DEFINED
- POTENTIAL LIQUEFACTION/ GROUND LURCHING
- ALQUIST-PRIOLO SPECIAL STUDIES ZONE

NOTE: THIS MAP IS NOT A SUBSTITUTE FOR DETAILED ALQUIST-PRIOLO SPECIAL STUDIES MAPS OR RIVERSIDE COUNTY HAZARD MANAGEMENT ZONE MAPS. THE ALQUIST-PRIOLO MAPS ARE AVAILABLE AT THE CITY.

SOURCE: STATE OF CALIFORNIA, THE RESOURCE AGENCY DEPARTMENT OF CONSERVATION, SPECIAL STUDIES ZONES MAP, JANUARY 1980 AND SOUTH COAST GEOLOGIC SERVICES, INC, GEOLOGIC/SEISMIC DRAFT GUIDE TO THE CITY OF LAKE ELSINORE, JULY 1989.

Geologic Conditions
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EXHIBIT VI-2

"special study zones." The geologic studies are to determine the precise location and necessary setbacks from identified faults. "Special studies zones" are strips one-tenth of a mile or more wide along each side of faults recognized as active by the State Geologist, within which the danger of fault rupture is presumed to exist until otherwise demonstrated by direct investigation. Active faults are those with known movement during the past 11,000 years. Potentially active faults are those with known movement during the past two-to-three million years. The Alquist-Priolo Act prohibits the development of structures for human occupancy within 50 feet of an active fault which has ruptured the ground surface. One Alquist-Priolo Special Studies Zones exists within the Study Area, along the fault in the southeastern portion of the Wildomar fault (Exhibit VI-2).

Applications for development within areas containing these special study zones will include geotechnical reports, including recommendations for mitigating the proposed development in adequate detail to meet the requirements of the Alquist-Priolo Act. Such geotechnical recommendations may include measures which will have a significant influence upon the ultimate configuration of a given project's land use plan (eg., extensive setbacks of development, structural restrictions which limit the types of development which may occur, etc.).

The lowest portion of Elsinore Valley is occupied by the lake. From the edge of the lake, the basin floor slopes gently upward to the southwest, southeast, and northwest, terminating abruptly at the mountainous basin borders. The basin floor primarily consists of recent alluvial deposits which are poorly consolidated sediments (clay, silt, sand and gravel) deposited by streams flowing into Lake Elsinore.

The presence of alluvial materials indicates a greater potential for seismic-related hazards from groundshaking, lurching, liquefaction and slope failure than might be expected in areas where bedrock is located closer to the surface.

Table VI-1 lists the major seismic activity in the Lake Elsinore area. A total of approximately 73 seismic events have occurred in the Lake Elsinore area since 1956.

Table VI-1

LAKE ELSINORE SEISMIC EVENTS

Date	Magnitude (Richter Scale)[21]
1935	4.0
1938	5.5
1954	4.1
1956	4.7
1962	4.1
1971	4.2

Source: California Technological Institute, December 1989.

2. ISSUES AND OPPORTUNITIES

The suitability of land for development is influenced strongly by the presence of certain geologic and seismic hazards. These hazards range from the direct and indirect effects associated with earthquakes including groundshaking, fault rupture, ground lurching, liquefaction, slope failure and inundation from dam failure. Each of these geologic risks places constraints on land use by 1) restricting the location of buildings, 2) requiring structural modifications to existing buildings, and 3) increasing the construction cost of housing and other uses to mitigate or avoid such hazards.

The general nature of various geologic and seismic constraints to development and the relationship of those constraints to Lake Elsinore is described below. This information is based on the Geologic and Seismic Report prepared for the city by South Coast Geologic Services, Inc. in July 1989.

a. Seismic Shaking

The most widespread effect and the overall greatest cause of damage in an earthquake is groundshaking. The energy released by movement along a fault travels as shock waves through the earth's crust. The severity of ground motion at any given location is related to the amount of energy released, the distance from the earthquake epicenter, and soil conditions. In general,

[21] Only events of 4.0 and above are listed.

the larger the magnitude of an earthquake and the closer a site is to the epicenter, the greater the effects on the environment. However, as shock waves pass through loose, unconsolidated geologic materials, the amplitude of the waves is greater than associated with dense, consolidated rock.

Urban development within areas of poorly consolidated alluvial deposits is likely to experience a greater degree of groundshaking and more damage than in hillside areas during an earthquake. It should also be noted that the Glen Ivy North, Willard, and Wildomar faults which present the greatest potential in seismic activity, traverse the alluvial soils of the community.

The intensity of seismic shaking can be measured in terms of Richter magnitude or Modified Mercalli's intensities. The Richter scale objectively measures the magnitude (energy released) in an earthquake. The Modified Mercalli scale subjectively measures the effects of earthquake intensity at specific locations. Thus, while an earthquake will have a magnitude of one, it will have several intensities based on varying levels of damage in different areas. The Modified Mercalli scale describes the effect on human life ranging from I, "not felt," to XII, "damage nearly total."

b. Surface Rupture

The sudden horizontal or vertical displacement along an earthquake fault, may occur far enough below the earth's surface where such displacement is not visible. However, fault movement often extends to the earth's surface where ground rupture or displacement occurs along the fault plane. The extent of surface rupture is dependent upon the fault's length and the magnitude of the earthquake. The major active faults in the Elsinore Fault Zone have a high potential for ground surface rupture. The rupture is predicted to range from a few inches to a few feet, with both a vertical and horizontal offset.

c. Ground Lurching

The phenomenon known as lurching results in cracks and fissures in the ground at places other than directly along faults. Ground lurching is caused by shock waves or seismic activity stressing and breaking earth materials. Unconsolidated materials, such as those comprising alluvial soils, are most susceptible to lurching. Due to the large number of major and minor faults in Lake Elsinore, and the preponderance of alluvial material in the basin, both city and sphere areas are subject to ground lurching.

d. Liquefaction

Liquefaction is the substantial loss of strength of poorly consolidated and saturated soils due to the effects of seismic shaking. The passage of seismic waves through such soils can cause soil particles to be suspended temporarily in water, creating conditions very similar to quicksand. Structures located in these areas may be subject to displaced foundations, structural damage or collapse. The potential for liquefaction is partially determined by the depth of groundwaters.

In the Lake Elsinore area, the groundwater level and poorly consolidated alluvial materials in the floodplain area and valley floor create areas susceptible to liquefaction.

e. Seiches

Seiches are periodic oscillations of water in confined basins, typically caused by earthquakes. Seiches are potentially hazardous when the wave action created in lakes or swimming pools is strong enough to threaten life and property. A seiche in Lake Elsinore could occur during an earthquake, causing the lake level to rise by ten inches to twenty feet. The lake shoreline, and areas around the Temescal Outflow channel, could be impacted severely.

f. Landslides and Slope Stability

Landslides are the downslope movement of geologic materials. Typically, such movement occurs as block glide (in which slope failure occurs along a planar surface and the mass of materials slides as a single block) or as a slump (in which slope failure occurs along single or multiple surfaces and the mass of materials slides in a rotational motion). The stability of slopes is related to a variety of factors, including the slope's steepness; the strength of geologic materials in terms of resistance to the downslope stress of gravity; the characteristics of bedding planes, joints, and faults; surface water and groundwater conditions; changes in loading (eg., building construction); changes in vegetation (eg., wildfire, grading, and overgrazing); exposure to weathering; and susceptibility to disturbances such as seismic shaking.

Public safety in the event of an earthquake or other geologic disaster is promoted by the provisions of the city's Emergency Operations Plan (EOP).

E. FLOOD HAZARDS

1. EXISTING CONDITIONS

Regional flood control planning and facilities construction are within the jurisdiction of the Riverside County Flood Control District. The district is also responsible for the maintenance and operation of flood control facilities including debris dams, storm channels, and storm drains. The district's facilities may be characterized as the "backbone" system of flood control for the region. The City of Lake Elsinore also owns and maintains certain flood control facilities in the city which are generally constructed as part of the drainage plans for individual projects. The city ensures that the construction of these facilities is consistent with the master plans of the Riverside County Flood Control District.

a. Flooding

The Flood Insurance Study prepared in 1980 and revised in 1987 by the Federal Emergency Management Agency

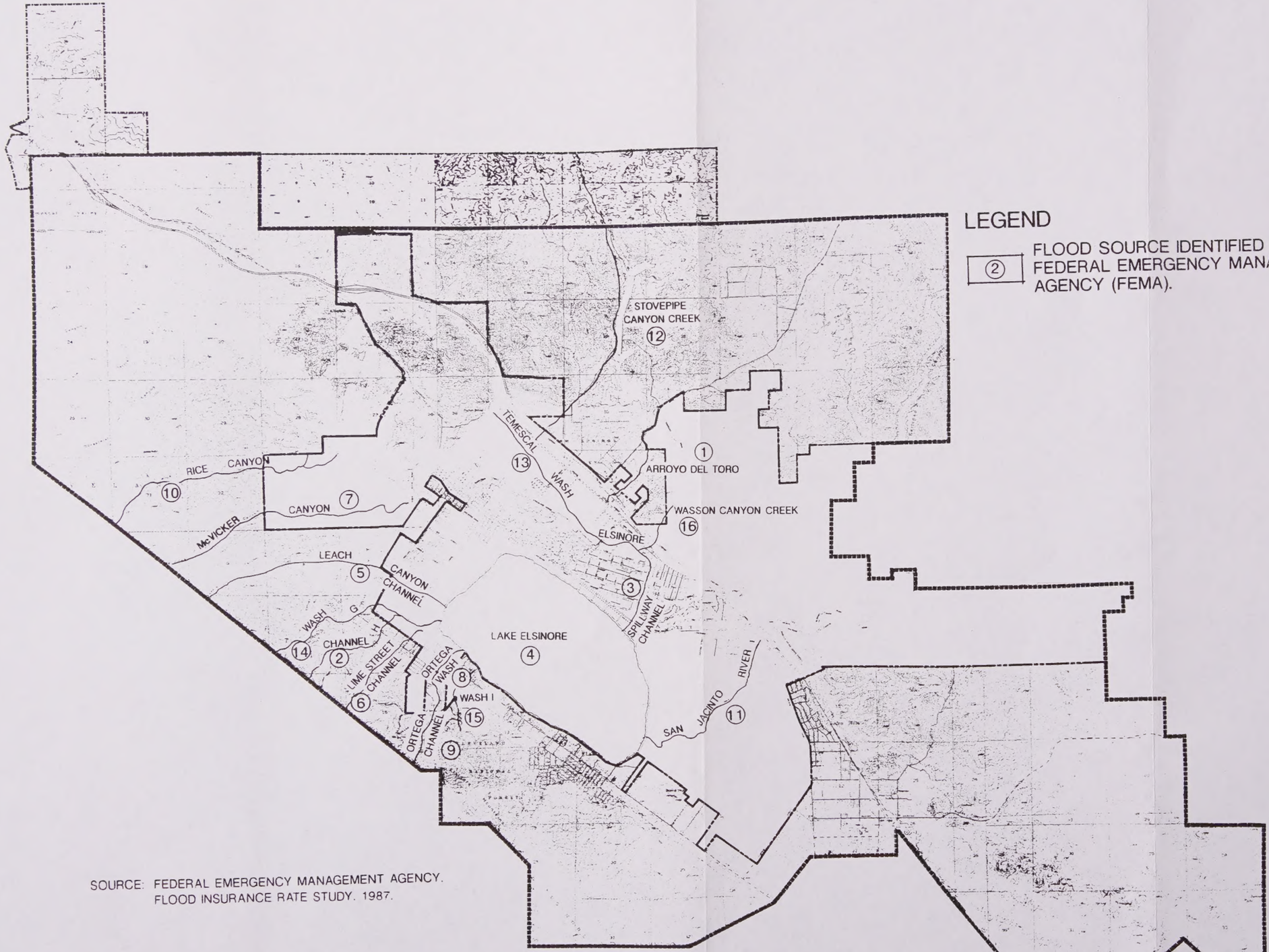
(FEMA) identified and studied the following flooding sources in the city:

1. Arroyo del Toro
2. Channel H
3. Elsinore Spillway Channel
4. Lake Elsinore
5. Leach Canyon Channel
6. Lime Street Channel
7. McVicker Canyon
8. Ortega Wash
9. Ortega Channel
10. Rice Canyon
11. San Jacinto River
12. Stovepipe Canyon Creek
13. Temescal Wash
14. Wash G
15. Wash I
16. Wasson Canyon Creek

The location of these flooding sources is indicated on Exhibit VI-3. These sources are distributed among three drainage basins in the area: the San Jacinto Basin, the Lake Elsinore Basin and the Temescal Basin. The Lake Elsinore and Temescal Basins contain the tributaries that drain the Santa Ana Mountains and the hills to the immediate northeast of the city. The San Jacinto River is the major drainage course in the San Jacinto Basin which drains the San Jacinto Mountains located 45 miles east of the city. The hydrology section of the EIR provides a detailed description of the drainage patterns within each of the basins.

The purpose of the Flood Insurance Study was to investigate the existence and severity of flood hazards in the City of Lake Elsinore and to establish a flood insurance program to be administered by the Federal Insurance Administration.

Three types of actual and potential flooding conditions exist within the Study Area: flooding in defined watercourses or water bodies, sheet flow, and inundation flooding from dam failure.



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(2) FLOOD SOURCE IDENTIFIED BY THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA).

SOURCE: FEDERAL EMERGENCY MANAGEMENT AGENCY. FLOOD INSURANCE RATE STUDY. 1987.

Flood Sources Studied By FEMA
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The San Jacinto River is the major watercourse within the city. Runoff during a 100-year flood is contained within the riverbed upstream of Interstate 15. Below that point, the flow during a 100-year flood presently causes flooding over portions of Railroad Canyon Road. The 100-year flows from the San Jacinto River also cause the lake level to rise substantially to an elevation of 1,267 feet, expanding the lake area by more than 3,300 acres. This large floodplain area varies from several hundred feet to several thousand feet as the result of the broad and gently sloping valley floor of the lake. Trailer parks located in the southwest and west side of the lake are partially inundated by the 100-year flood elevation. Flooding is exacerbated by the low capacity and high elevation of the Temescal outlet which is intended to accommodate floodwaters of the lake and carry the waters through Temescal Wash. Floodwaters cannot be released from the lake until the water elevation rises above the outlet channel which is at the 1,260-foot elevation. The Temescal Wash is a gently sloping earth ditch of limited capacity from the lake outlet to Walker Canyon (near the Nichols Road/I-15 interchange).

When the lake outflow exceeds the capacity of the wash, the channel overflows and creates a shallow, slow-moving lake behind the downtown area of Lake Elsinore and in the Warm Springs Valley area. Encroachment of residential and commercial development along areas of the channel subject to flooding is substantial. The disastrous flood of 1980 caused the condemnation of more than 100 homes, and property damages to residential, commercial and industrial uses in the downtown area were $34 million. The Temescal Wash, from Walker Canyon to the Prado Dam area, winds through numerous canyons and has limited flow capacity. In general, the outflow of the lake under current conditions does not move quickly and thus, Lake Elsinore does not drain effectively.

Flooding also occurs from the flow of Wasson Canyon Creek as water flows over Camino del Norte and spreads out due to an irregular flow line and the lack of any defined channel banks. Backwater forms behind the Atchison, Topeka and Santa Fe railway bridge and

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Flooding also occurs from the flow of Wasson Canyon Creek as water flows over Camino del Norte and spreads out due to an irregular flow line and the lack of any defined channel banks. Backwater forms behind the Atchison, Topeka and Santa Fe railway bridge and

extends upstream past the Collier Avenue weir crossing at depths of nearly six feet.

Sheet flow is a flood hazard that exists in developed areas below the mouths of Leach Canyon, McVicker Canyon, and Rice Canyon. Fully improved, 100-year design channels have been constructed for Leach Canyon and several other washes. However, these facilities do not provide adequate upstream control at the mouth of the canyons. As a result, only a portion of the floodwaters are picked up by the channels and the remaining runoff is in the form of sheet flooding towards the lake with depths of more than one foot.

Flooding from Rice Canyon results from the failure of an earth berm located at the mouth of the canyon. Failure of the dike allows expansive sheet flooding in a southwest direction into Lake Elsinore, at depths of less than one foot. Flooding generated in McVicker Canyon results in sheet flow on the alluvial fan below the mouth of the canyon. In the lower reach, these flows combine with those of Leach and Rice Canyon to create an expansive area of shallow sheet flooding on the western side of the lake. The potential of floodwaters carrying debris was determined to be high by the Federal Emergency Management Agency for Channel H, Leach Canyon, Lime Street Channel, Ortega Channel, and Rice Canyon.

Flooding problems also exist in the Sedco Hills area, east of Mission Trail. Sheet flooding at low levels during rainy periods occurs in many areas of Sedco Hills, washing out streets and flooding property.

Inundation of property and the potential loss of life due to failure of the Railroad Canyon Dam is a hazard in the Railroad Canyon Road area and the eastern floodplain of the lake. Railroad Canyon Reservoir is located in the Canyon Lake Hills development northeast of the city. The reservoir, constructed in 1927, captures the waters of the San Jacinto River, which is the primary drainage course of the San Jacinto Mountains. The capacity of the reservoir is approximately 12,000 acre-feet. The Railroad Canyon dam is a concrete arch dam. The city's subdivision code requires that the boundaries

of the inundation hazard area be identified and noted on all final maps prior to approval.

2. ISSUES AND OPPORTUNITIES

a. Lake Elsinore Management Project

The fluctuation of the lake from periods of being completely dry to periods of severe flooding has resulted in minimal benefits to the surrounding community from this natural resource. In April 1984, the Elsinore Valley Municipal Water District applied to the federal government for funds to construct new facilities and rehabilitate existing facilities to stabilize the lake level and enhance recreational and agricultural uses. A contract between EVMWD and the United States Bureau of Reclamation was entered into on September 23, 1985 that established the funding sources for the Lake Elsinore Management Project. The project is intended to accomplish the following water conservation objectives:

1) Water Quality Improvement: The project will reduce evaporation losses and increase the circulation of fresh water throughout the lake; lower the concentration of total dissolved solids (TDS), which minimizes the potential for fish-kills; and ultimately improve water quality.

2) Irrigation Water Supply: The project will serve up to 4,750 acres of irrigable land located primarily in the Lee Lake area through the construction of a water supply pipeline.

3) Flood Control Protection: The project will lower the 100-year flood elevation from 1,267 feet to 1,262 feet. In addition, the frequency of flooding in the back basin (east end of the floodplain area) will be reduced to the 50-year flood and larger events. The flood protection measures include lowering the Temescal Wash outlet channel to 1,252 foot elevation; constructing a main levee 17,800 feet long with a top elevation of 1,266.5 feet, and constructing an inlet channel

to discharge water from the San Jacinto River into the north side of the lake basin. These improvements will allow for the controlled management of the lake level at a minimum surface level of 1,240 and maximum 1,262-foot elevation.

4) Outdoor Recreation Enhancement: Improvements will be made by the California Department of Parks and Recreation within the state park boundary area. Proposed improvements are discussed in the Parks and Recreation Element and include the expansion of recreation and campground facilities, new boat launching facilities, and creation of beach facilities at both ends of the main levee.

5) Fish and Wildlife Enhancement: The project will include 330 acres of wetlands consisting of 100 acres of islands, 200 acres of wetland water area and 30 acres of buffer. A 50-acre shallow fish habitat will be built within Lake Elsinore. The Lake Elsinore Management Project Final Mitigation Plan details the wetland plan.

The Santa Ana Watershed Project Authority will manage the design and construction of the Lake Elsinore Management Project. All improvements, including the creation of the wetlands, are scheduled to be finished by the end of 1991. Once construction is complete, the operation and management of Lake Elsinore will be carried out by the Lake Elsinore Management Authority (LEMA) which consists of the following six agencies:

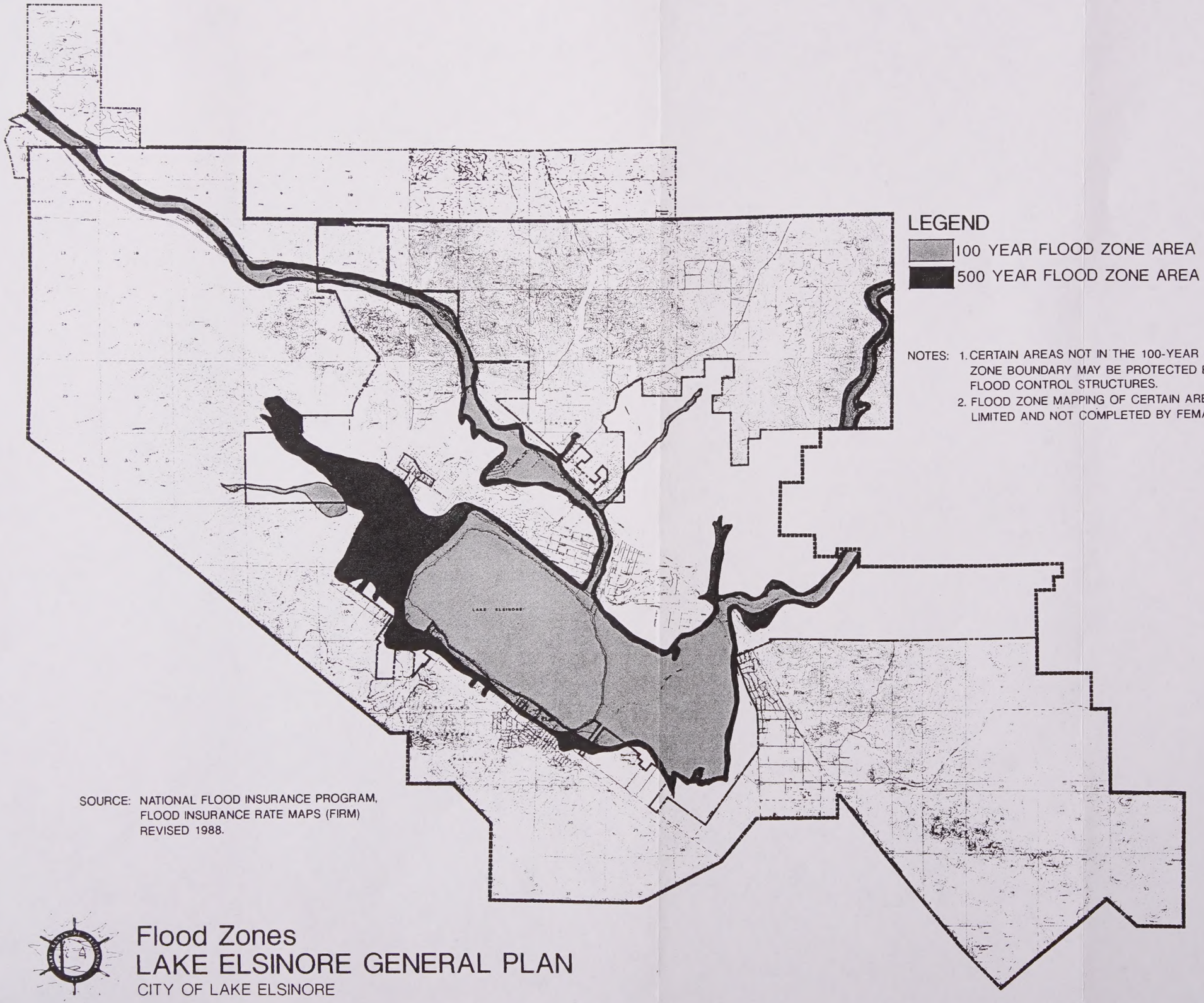
- Elsinore Valley Municipal Water District
- Santa Ana Watershed Project Authority
- California Department of Parks and Recreation
- County of Riverside
- City of Lake Elsinore
- Redevelopment Agency of Lake Elsinore

These six agencies entered into a Joint Powers Agreement on November 14, 1988. The Agreement specifies the common powers of the agencies to manage and operate the lake. The land use powers of the City of Lake Elsinore will be solely retained by the city and the redevelopment agency.

b. Floodplain Management

The Federal Emergency Management Agency, through the National Flood Insurance Program, publishes Flood Insurance Rate Maps which show the flood insurance zones and areas within 100-year and 500-year flood boundaries as shown in Exhibit VI-4. Small areas within the flood boundaries may lie above the flood elevations and, therefore, may not be subject to flooding. These small areas are not shown on the floodplain map. Flood insurance zones are listed below.

Zone A	Areas of 100-year flood; base flood elevations and flood hazard factors not determined.
Zone AO	Areas of 100-year shallow flooding where depths are between one (1) and three (3) feet; average depths of inundation are shown, but no flood hazard factors are determined.
Zone AH	Areas of 100-year shallow flooding where depths are between one (1) and three (3) feet; base flood elevations are shown, but no flood hazard factors are determined.
Zone A1 A30	Areas of 100-year flood; base flood elevations and flood hazard factors determined.
Zone A99	Areas of 100-year flood to be protected by flood protection system under construction; base flood elevations and flood hazard factors are not determined.



LEGEND

100 YEAR FLOOD ZONE AREA

500 YEAR FLOOD ZONE AREA

NOTES:
1. CERTAIN AREAS NOT IN THE 100-YEAR FLOOD ZONE BOUNDARY MAY BE PROTECTED BY FLOOD CONTROL STRUCTURES.
2. FLOOD ZONE MAPPING OF CERTAIN AREAS IS LIMITED AND NOT COMPLETED BY FEMA.

SOURCE: NATIONAL FLOOD INSURANCE PROGRAM, FLOOD INSURANCE RATE MAPS (FIRM) REVISED 1988.

Flood Zones
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

0 3000 6000 9000
FEET

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EXHIBIT VI-4

Zone B — Areas between 100-year and 500-year flood limits, areas where contributing drainage area is less than one square mile and areas protected by a levee from a base flood.

Zones A through A99 were used to determine floodplains of 100-year and 500-year flooding and flood boundaries for 100-year and 500-year floodplains. The location of these zones is shown on a floodway map prepared by FEMA which is available at the city.

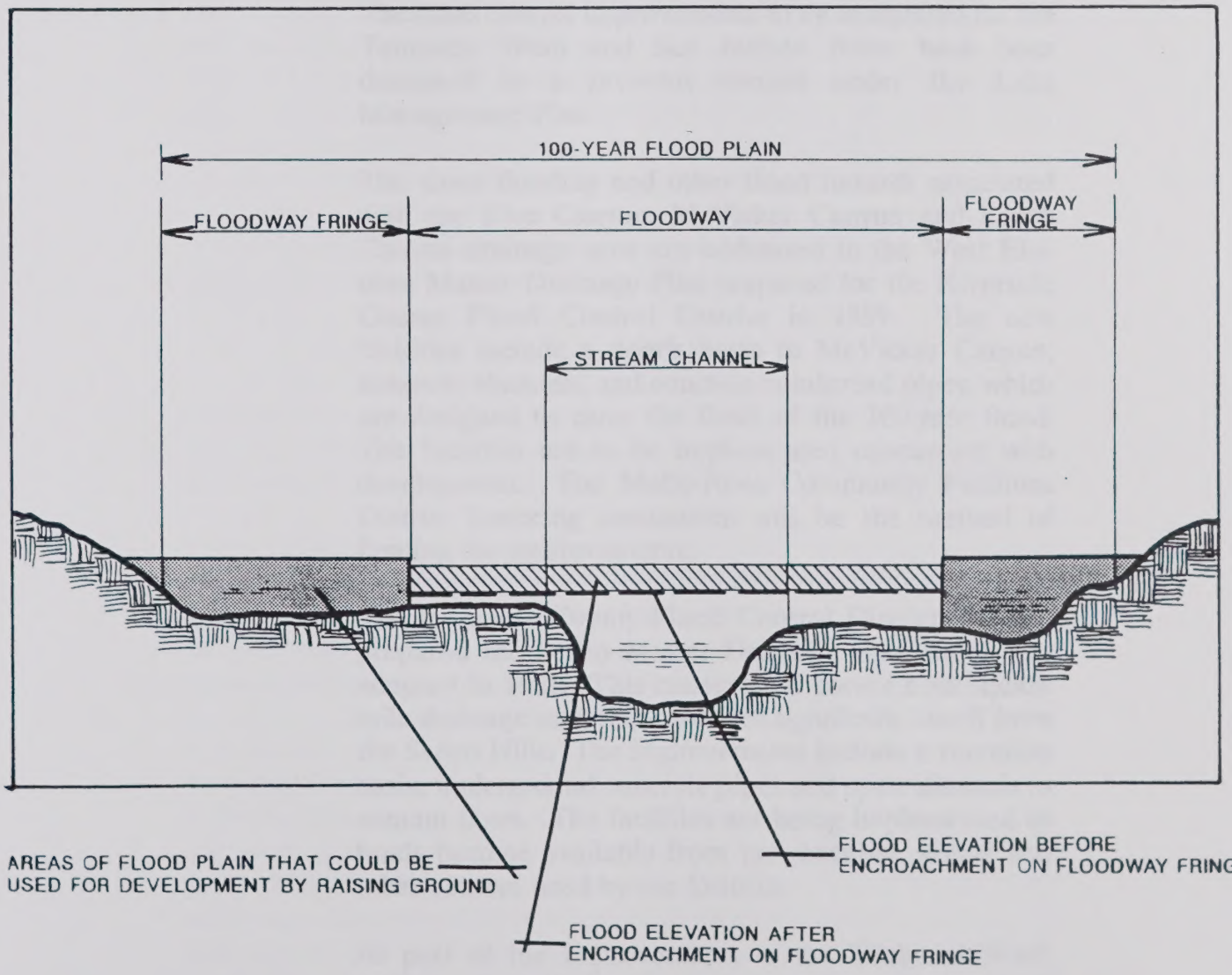
Encroachment on floodplains, such as artificial fill for development, reduces the flood-carrying capacity and increases flood heights. To address this hazard, the Federal Insurance Administration has divided the 100-year floodplain into the floodway and floodway fringe. The Land Use Plan enclosed herein shows floodway areas in the Study Area. The floodway is the channel of the stream and any surrounding floodplain area that must be kept free of development to minimize increases in flood heights. The floodway fringe is that area upon which development may occur without increasing the water surface elevation of the 100-year flood more than one foot at any given location. Exhibit VI-5 is a cross section of the 100-year floodplain that delineates the flooding and floodway fringe.

The floodways for the Elsinore Spillway Channel, Temescal Wash, San Jacinto River and Wasson Canyon Creek are incorporated into the Land Use Plan. The definition of this designation is provided in the Land Use Element. FEMA has not delineated floodways for Stovepipe Canyon Creek, Arroyo del Toro, Rice Canyon, McVicker Canyon, Leach Canyon, Wash G, and Wash I due to the unpredictability of the watercourses and the irregularity of the sheet flow. Development within the 100-year floodplains for these areas must comply with the floodproofing standards established by FEMA.

The floodplain limits within some undeveloped areas of the city's sphere have not been established by FEMA. The Temescal Wash outside the corporate boundaries is one of these unmapped floodplain areas. According to the Riverside County Flood Control District, FEMA will

LEGEND

INCREASE IN FLOOD HEIGHT NOT TO EXCEED 1 FOOT
AS REQUIRED BY FEDERAL INSURANCE ADMINISTRATION



SOURCE: FEDERAL EMERGENCY MANAGEMENT AGENCY

Flood Plain Section
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT VI-5

begin delineating the floodplain of the Temescal Wash sometime in 1990 from the City of Corona, through the Lee Lake area and continuing southeast to Walker Canyon.

c. Flood Control Facilities

The flood control improvements to be completed for the Temescal Wash and San Jacinto River have been discussed in a previous section under the Lake Management Plan.

The sheet flooding and other flood hazards associated with the Rice Canyon, McVicker Canyon and Leach Canyon drainage area are addressed in the West Elsinore Master Drainage Plan prepared for the Riverside County Flood Control District in 1989. The new facilities include a debris basin in McVicker Canyon, concrete channels, and concrete reinforced pipes, which are designed to carry the flows of the 100-year flood. The facilities are to be implemented concurrent with development. The Mello-Roos Community Facilities District financing mechanism will be the method of funding the improvements.

The Riverside County Flood Control District has also prepared the Sedco Master Drainage Plan which was adopted in 1981. This master plan covers a six square mile drainage area that produces significant runoff from the Sedco Hills. The improvements include a retention basin, underground concrete pipes and open channels to contain flows. The facilities are being implemented as funds become available from tax revenues, grants and other sources used by the District.

As part of the improvements to the Temescal Wash outflow channel, funds are being allocated for flood control improvements in Wasson Canyon. The District has planned for a debris basin and channelization of flows from Wasson Canyon Creek south of the Ramsgate project. These improvements will collect and contain the 100-year flood flows and carry the waters into the Temescal Wash.

d. Project Review Process

The City of Lake Elsinore reviews development proposals and associated drainage plans to determine if FEMA standards and regulations are met. The city also reviews projects to ensure that proposed drainage improvements are compatible with any applicable county and city flood control facilities. Proposed projects that affect existing or planned county flood control facilities are sent to the Riverside County Flood Control District for review and approval. An agreement between the District and the property owner is typically entered into for the construction and maintenance of new facilities.

Public safety in the event of major floods is promoted by the provisions of the City's Emergency Operations Plan (EOP).

F. HAZARDOUS WASTE

1. EXISTING CONDITIONS

At present, there are no commercial hazardous waste management facilities located anywhere in the County of Riverside. All hazardous waste generated in the county must be managed either onsite or shipped out of the county. Of the ten facilities responsible for generating the majority of hazardous waste, none are located in the City of Lake Elsinore or the Study Area.

Passage of the Tanner Bill (Chapter 1504 of the Statutes of 1986) prompted the Riverside County Board of Supervisors in 1987 to pass a resolution (Resolution 87-78) calling for the preparation of the Riverside County Hazardous Waste Management Plan (1987). The county-wide plan provides for a comprehensive system of hazardous waste management. The Tanner legislation stipulates that the County Hazardous Waste Management Plan (CHWMP) include the following:

- An analysis of the hazardous waste stream generated in the county;
- A description of existing hazardous waste facilities and their current capacity;

- An analysis of the potential for reducing the volume and hazard of the waste at the source of generation;
- A consideration of the need to manage hazardous waste produced by businesses and households;
- A determination of the need for additional hazardous waste facilities;
- The identification of existing facilities that can be expanded and areas where the siting of new facilities may occur;
- A statement of goals, objectives, and policies for the siting of hazardous waste facilities and the management of wastes through the year 2000, and a schedule for plan implementation.

The County Hazardous Waste Management Plan has just recently been approved by the State Department of Health Services. State law requires that cities either adopt the County's plan or prepare their own plan within 180 days of the State's approval (SB 477).

With the adoption and implementation of an aggressive waste reduction program as outlined in the draft county plan, future hazardous waste generation levels within the county by the year 2000 will not support commercial offsite hazardous waste treatment or repository facilities. Projected generation figures indicate that the county may need a hazardous waste storage and transfer facility to increase the efficiency of hazardous waste management in the county. Proposed routes for transporting hazardous wastes will be addressed in the final draft county plan.

The siting of any hazardous waste facility in Riverside County will be coordinated with the Southern California Waste Management Authority (SCHWMA) and based on the "fair share" concept. Fair share requires that every city and county in the region accept responsibility for the management of hazardous wastes in an amount proportional to the hazardous wastes generated within the city or county.

2. ISSUES AND OPPORTUNITIES

The City of Lake Elsinore will decide either to create a city hazardous waste management plan or to adopt the county's plan. If

the City of Lake Elsinore chooses to adopt its own hazardous waste management plan, the plan may include guidelines and standards for siting facilities, waste generation, waste treatment and disposal, and criteria concerning surrounding land uses. Such provisions will serve to protect the health and safety of persons living and working in Lake Elsinore. As an alternative, the city may adopt the county's plan by ordinance or by amending the general plan and incorporating the regulations and standards.

G. EMERGENCY PREPAREDNESS

1. EXISTING CONDITIONS

The City of Lake Elsinore adopted the Emergency Operations Plan (EOP) of 1982 to meet the requirements of the California Emergency Services Act of 1951 (Section 8550 et seq., Government Code). The plan designates responsibilities to local personnel in the event of an emergency resulting from a natural disaster such as a windstorm, an uncontrolled fire, a flood, an earthquake, an accidental chemical or hazardous waste spill, or a state of war emergency. The objectives of the EOP are listed below:

- To minimize loss of life and property due to disaster or unusual situations;
- To assure prompt and effective application of resources in response to emergency conditions;
- To accelerate restoration of facilities and services of government and government regulated utilities;
- To provide assistance to the public during all phases of a disaster situation within the limitations of existing legislation and resources.

While the EOP is the authority for emergency actions within the city by city officials, it recognizes and supports the general concepts contained within Riverside County and the State of California Emergency Plans.

The City Emergency Corps is the organization created to approach the emergency problem, under the command of an Emergency Corps Commander. The City Manager would function as the Emergency Corps Commander, and would be responsible for

direction of civil defense or disaster operations. All city officials and agencies are members of the City Emergency Corps. During a "state of war emergency" the City Emergency Corps also serves as part of the Riverside County Disaster Corps. Disaster operations will be conducted by these forces, supplemented as needed by trained auxiliaries and manpower available to the city.

The Communications Centers of the Riverside County Sheriff's Department and the Riverside County Primary Emergency Operating Center receive direct notification of a foreign attack. Other information related to nuclear attacks, accidental launches or threats of nature will also be relayed to these centers. Warning to the public will be accomplished through various media, including verbal announcement via the radio, a public address system, and mechanical noise devices (sirens, whistles, horns, etc.), as well as through the Emergency Broadcast System.

In the event that the United States is in a state of war, the State of California has prescribed a series of 'Readiness Conditions' (REDCONs), with the purpose of advising state and local government officials and employees of the seriousness of international situations which may develop, and to recommend actions to be taken. REDCON 4 is in effect during normal peacetime conditions. REDCON's 3 through 1 will be invoked by the Governor or his authorized representative and disseminated to all state, county and city agencies for appropriate action.

The Emergency Operations Center (EOC) is a facility to be used for the centralized direction and control of the emergency organization in case of a disaster. It is activated and staffed to the extent required when a REDCON or alert warning is received. The EOC complex is located in City Hall, with adjoining facilities at 130 South Main Street. The City Council chambers normally will serve as the center site. When deemed necessary, an 'Incident Command Post' nearer to the scene of a peacetime disaster may also serve as a temporary EOC. The EOC may be activated, partially or totally, upon the following:

- Indications of an attack on the United States, or declaration of war.
- Upon declaration of an emergency, either local or state.
- When time is critical and decisionmakers need to be convened in order to expedite emergency actions.

In addition to designating responsibilities to local personnel in the event of an emergency, the Environmental Operations Plan also contains information regarding the organization and administration of disaster response efforts in the event of an earthquake or other major accidents or incidents. The procedures and responses include debris removal, evacuation, and emergency communications; law enforcement, fire protection and rescue; health services, welfare and shelter services; and various public works emergency procedures.

In response to emergency situations, disaster relief aid may be provided by the state through the Natural Disaster Assistance Act, and by the federal government through Public Law 93288, as amended. Furthermore, mutual aid may be utilized in accordance with the Master Mutual Aid Agreement.

2. ISSUES AND OPPORTUNITIES

Several activities may be undertaken in support of the Emergency Operations Plan. The city should periodically review and update the EOP and, in cooperation with the State Office of Emergency Services, conduct countywide emergency preparedness drills to maintain efficiency and identify any deficiencies in the plan. The city may encourage all potentially hazardous industries and large-scale industrial, commercial, residential and institutional organizations to prepare disaster preparation plans. Such plans will enable the city to respond more effectively to and recover from a hazardous event.

Expansion and further coordination of community programs that train volunteers to assist police, fire, and official recovery personnel during and after a major disaster will also serve to deal more effectively with an emergency. Lastly, public information programs and citizen involvement in disaster preparedness planning is encouraged in order to promote a more informed and capable public.

H. WATER AND WASTEWATER SERVICES

1. EXISTING CONDITIONS

a. Water Supply and Facilities

Water service within the Lake Elsinore Study Area is predominantly provided by the Elsinore Valley Municipal Water District (EVMWD). The Elsinore Water District (EWD) is a smaller district within the

area that provides domestic water to the Country Club Heights and Lakeland Village area.

The EVMWD presently obtains groundwater from the Pauba Formation Aquifer located northwest and southeast of the lake, through 10 active wells. According to the Water Master Plan for the EVMWD, the groundwater supplies 75 percent of the total demand within the District. However, the natural replenishment to the aquifer is reported to be insignificant and the long-term production capability of the groundwater source is unknown. Supplemental water is purchased by EVMWD from the Western Municipal Water District who contracts with the Metropolitan Water District (MWD) of Southern California. The untreated water is obtained from the Colorado River and is stored in the Railroad Canyon Reservoir and treated at EVMWD's Canyon Lake Water Treatment Plant. The total available supply of water to EVMWD is presently 20.6 million gallons a day. In 1987, only 7.7 million gallons a day were consumed. Residential uses comprise 75 percent of this water consumption total.

To accommodate anticipated development during the next 20 years, the EVMWD plans to complete facilities and purchase supplies from Eastern Municipal Water District. This supply of water will be available to the area prior to 1995.

EVMWD's existing water distribution system includes 28 service levels, 32 storage reservoirs, 32 booster pumping stations, four hydropneumatic stations, and mains from 36 inches to two inches in diameter.

The Elsinore Water District supplies water to Lakeland Village through two wells and a supplemental connection to EVMWD's water supply. According to the Limited Master Plan for EWD prepared in 1989, the total supply of domestic water for the Lakeland Village area is barely adequate to meet the current demand for water. The District supplies water to the Country Club Heights area through one well which pumps groundwater into a collector tank and then boosts the water to the Amie Reservoir located east of Riverside Drive. Two other wells that are part of the Country Club system are not in

operation. Both the Lakeland Village and Country Club system of EWD have high and low water pressure problems. In general, the pressure problems are due to the elevation changes in the areas combined with an inadequate water distribution network. Recommended improvements to the system include new transmission lines and construction of intermediate reservoirs. Such improvements would provide appropriate water pressure for residential use and eliminate the hazards associated with low pressure for fighting fires.

b. Wastewater Facilities

Wastewater collection and treatment facilities are primarily provided by the Elsinore Valley Municipal Water District (EVMWD) for the Study Area. Three wastewater treatment facilities exist to service the area and construction is underway on a fourth facility. The Elsinore Valley Regional Wastewater Treatment Plant and Railroad Canyon Regional Wastewater Treatment Plant are owned and operated by the EVMWD. The Farm Treatment Plant is privately owned and operated. A fourth plant is being constructed to service the Horsethief Canyon development in the northwest corner of the Study Area. Currently, the Farm plant and the Railroad Canyon plant are operating well below capacity. The Elsinore Valley plant is under expansion to serve the planned communities of Ramsgate, Summerhill/Canyon Creek, Tuscany Hills, and Cottonwood Hills.

Only ten percent of the Study Area is presently served by centralized wastewater collection and treatment facilities. Existing development within the remaining ninety percent of the area is served by septic tanks. The EVMWD has prepared a Wastewater Master Plan that identifies the preliminary layout and sizing of sewers and the treatment plant expansion required to service the entire Study Area to the year 2010.

Septic tanks either involve a leach line system where wastes are percolated in an adjacent field or bed or the use of a seepage pit which is a vertical cylinder underground. Residential, commercial and industrial uses are currently on a septic tank system in the city. New developments are required to connect with the

wastewater system if the project is within 200 linear feet of a sewer line. Existing development for septic tanks is not required to connect to the sewer system unless the septic system fails and causes a hazard to the public's health and safety. The city may also require existing development on septic tanks, within 200 linear feet of new sewer lines, to extend and connect to the system if a building permit is requested for improvements to the property.

2. ISSUES AND OPPORTUNITIES

a. Water Services

The master plans for EVMWD and EWD determine the adequacy of the water supply and distribution facilities to satisfy present and future requirements. The combined capacity of EVMWD's water supplies will provide 39.2 million gallons per day by 1995 without depletion of any groundwater resources. This capacity is anticipated to be necessary to accommodate growth by 1995. If growth rates are higher during the 1990-1995 period than projected in the master plan, water availability may be a constraint to planned development.

The level of development at probable buildout of the general plan is estimated to create a demand of 56.2 million gallons per day in the total Study Area. This figure was derived from the water consumption factors listed in the following Table VI-2, and the anticipated number of dwelling units and square feet for each land use per the Land Use Element.

Table VI-2

DAILY WATER CONSUMPTION FACTORS

Consumption Factor	
Residential:	
Mountainous	500 gallons/d.u.
Very Low Density	500 gallons/d.u.
Low Density	500 gallons/d.u.
Low Medium Density	400 gallons/d.u.
Medium Density	400 gallons/d.u.
Medium High Density	300 gallons/d.u.
High Density	300 gallons/d.u.
Mixed Use (residential)	300 gallons/d.u.
Non-Residential:	
Neighborhood Commercial	3,000 gallons/acre
Tourist Commercial	3,000 gallons/acre
General Commercial	3,000 gallons/acre
Commercial/Office	100 gallons/1,000 SF
Mixed Use (commercial)	3,000 gallons/acre
Freeway Business	100 gallons/1,000 SF
Limited Industrial	100 gallons/1,000 SF
Business Park	100 gallons/1,000 SF
Public/Institutional	.053 gallons/SF
Parks	4,000 gallons/acre
Schools	60 gallons/student

Maximum buildout will result in substantially more demand upon water facilities and supplies. However, development pursuant to probable buildout is most likely to occur, and sizing of facilities and provision of water supplies to accommodate development at maximum buildout may result in overcompensation. EVMWD is planning to secure a maximum supply of 58.6 million gallons per day by the year 2010. Therefore, it is anticipated that the city and sphere area's ultimate demand for water will be met by EVMWD.

In the area served by Elsinore Water District, additional wells or purchase of additional water from EVMWD is needed to establish a firm supply to accommodate new development. The master plan for EWD is a 5-year plan that accommodates only a portion of the potential development in Country Club Heights, and a probable

level of development at buildout of the Lakeland Village area.

The improvements to the distribution system including storage facilities, booster pumping stations, and distribution mains needed to carry future water supplies are detailed in the EVMWD and EWD master plans.

The general plan contains land use patterns, development intensity, and other related matters that will provide necessary information to the water districts for updating the master plans. In addition, the city can provide periodic building activity reports and approved development plans to assist in prioritizing construction or improvements of facilities.

b. Wastewater Services

The master plan for EVMWD determines the required wastewater collection and treatment facilities to serve existing and future development. Buildout of the general plan at a probable level of density and intensity is estimated to generate a total of 34.2 million gallons of wastewater per day in the total Study Area. This figure was derived from the consumption factors listed in the following Table VI-3, and the anticipated dwelling units and square feet for each land use per the Land Use Element.

Maximum buildout will result in substantially more demand upon wastewater facilities, and provision of adequate facilities may be a constraint to development at maximum density and intensity. However, as noted in the discussion of water supply, development pursuant to probable buildout of the general plan is most likely to occur. Therefore, sizing of facilities to meet the needs of development at maximum buildout would result in overcompensation.

Table VI-3

DAILY WASTEWATER GENERATION FACTORS

Consumption Factor	
Residential:	
Mountainous	250 gallons/d.u.
Very Low Density	250 gallons/d.u.
Low Density	250 gallons/d.u.
Low Medium Density	25 gallons/d.u.
Medium Density	250 gallons/d.u.
Medium High Density	250 gallons/d.u.
High Density	250 gallons/d.u.
Mixed Use (residential)	250 gallons/d.u.
Non-Residential:	
Neighborhood Commercial	1,500 gallons/acre
Tourist Commercial	1,500 gallons/acre
General Commercial	3,000 gallons/acre
Commercial/Office	50 gallons/1,000 SF
Mixed Use/Commercial	1,500 gallons/acre
Freeway Business	50 gallons/1,000 SF
Limited Industrial	50 gallons/1,000 SF
Business Park	50 gallons/1,000 SF
Public/Institutional	.027 gallons/SF
Parks	2,000 gallons/acre
School	30 gallons/student

The EVMWD master plan provides for an ultimate treatment capacity of 36.1 million gallons per day average. A portion of this capacity is available to the District area outside the sphere of influence. Planned growth by the County of Riverside in this area should be accommodated by the master plan improvements. Therefore, based on the probable level of need generated by the general plan buildout condition, considerable effort must be made to ensure that adequate facilities are available as needed, as buildout conditions occur.

EVMWD has identified improvements that are needed immediately including the expansion of the Elsinore Valley plant to 3.0 million gallons per day and the Railroad Canyon plant to 1.25 million gallons per day. In addition, pumping stations along Lakeshore Drive,

east of Riverside Drive need to be upgraded. The master plan recommends that other improvements should be scheduled in response to development as it occurs. This will require a close working relationship between the city and the district to ensure that the phasing of approved development is accommodated by the wastewater collection and treatment facilities. The general plan and periodic building activity reports can assist EVMWD in updating its wastewater master plan.

I. SOLID WASTE

1. EXISTING CONDITIONS

In 1972, the State Legislature adopted the California Solid Waste Management and Resource Recovery Act which required each county within the state to prepare a solid waste management plan for all waste generated in the county and disposed of in or outside of the county. In compliance with the Act, the Riverside County Solid Waste Management Plan was prepared in 1988, and serves as the general guideline for waste management in the county. The Act further mandates that each county establish a Local Enforcement Agency (LEA) to enforce all solid waste management regulations to meet state operational standards. The responsibilities of the Riverside County LEA include investigating illegal waste disposal, ensuring proper landfill closure, inspecting solid waste facilities, and planning landfill site location.

Solid waste disposal is provided to the City of Lake Elsinore through a contract with Riverside County, which currently uses landfills as the primary depository for waste disposal. At present, three landfills serve Lake Elsinore, including El Sobrante, Mead Valley, and Double Butte.

The El Sobrante landfill is the primary facility serving Lake Elsinore. The site provides service to approximately 142,000 individuals, and serves several other cities and communities as well as Lake Elsinore. The site accommodates about 243,000 tons of waste per year, and has a remaining capacity of 5,600,000 tons. The current closing date for the El Sobrante landfill is 2002-2003. However, expansion of the El Sobrante facility is planned, which will increase the landfill's life to twenty years.

The Mead Valley landfill serves Perris, Lake Elsinore, and several unincorporated communities. The landfill serves a population of 58,000 which generates approximately 265,000 tons of waste per year. The site is scheduled to remain open until the year 2000, and currently has a remaining capacity of 1,200,000 tons. Information contained in the Riverside County Solid Waste Management Plan indicates that upon closing of the Mead Valley landfill, wastes generated in its service area may be taken to the Lamb Canyon landfill which currently possesses a life expectancy past the year 2003. Waste may also be directed to the El Sobrante landfill.

The service region for the Double Butte landfill includes Hemet and Lake Elsinore, and several unincorporated communities. The landfill currently serves a population of 91,000, which generates about 161,000 tons of waste each year. The landfill has a remaining capacity of 750,000 tons. It is currently projected that the Double Butte landfill will reach existing capacity during the early 1990s. The exact closure date of this site will primarily depend upon the availability of cover material. Upon closure of this site, waste from the service area may be redirected to either the Lamb Canyon or El Sobrante landfill.

The Elsinore landfill, located in the City of Lake Elsinore, is currently inactive. The requisite report for closure of the site has been submitted to the California Waste Management Board and Regional Water Quality Control Board. Physical construction pertaining to the closure has commenced. Complete stabilization of the site is anticipated by 2010.

Both the City of Lake Elsinore and the County of Riverside regulate and provide waste collection services. The city contracts with private refuse haulers for service within city limits. Jess Rodriguez Disposal Company is presently under contract to the city, and has been issued a permit from the County of Riverside to provide solid waste disposal services to the Lake Elsinore area. Unincorporated areas within the city's sphere of influence are served by the County of Riverside.

Lake Elsinore adopted Ordinance No. 816 in 1978 to be added to the Lake Elsinore Municipal Code to regulate the collection of refuse in accordance with the state's minimum standards established for the collection of solid waste. The ordinance requires that refuse be removed from residences at least once a week and from businesses a minimum of three times each week.

2. ISSUES AND OPPORTUNITIES

Population projections and historical growth rates reveal that the city and sphere are currently experiencing and will continue to experience significant growth in population and employment. Estimated future solid waste tonnage figures for the landfills serving Lake Elsinore are based, in part, upon city plus regional population projections provided by the Southern California Association of Governments (SCAG) Draft Report of 1987. These numbers do not include the population figures resulting from probable buildout of the general plan. The existing landfill facilities are adequate to serve SCAG's projected population estimate of 32,788 for Lake Elsinore through the year 2005. However, implementation of the general plan at probable buildout will result in a total of approximately 129,300 persons in the city and 287,400 persons in the total Study Area. These population projections are based on a persons per household ratio of 2.78 for Lake Elsinore,[22] and the anticipated number of dwelling units at probable buildout, as forecasted in the Land Use Element. Considerable effort, therefore, must be made to ensure that either new facilities are created or existing ones expanded to meet the disposal needs of the city and sphere area upon buildout of the general plan.

Recently passed legislation, Assembly Bill 939, requires that each city and county in California implement programs to recycle, reduce at the source and compost 25 percent of their solid waste by the year 1995 and 50 percent by the year 2000. A plan describing how each city and county will meet these requirements must be prepared by January 1, 1991. At present, there are no active recycling programs or provisions existing within the city. Implementation of waste recycling programs and the use of trash compactors in residential units should be encouraged as measures to minimize the volume of solid waste generated.

The future uses of the Elsinore landfill are unknown, and are being investigated by both the county and the City of Lake Elsinore. The closed landfill can be converted to a number of land uses. According to the Riverside County Solid Waste Management Plan of 1988, one desirable option is conversion of the landfill to an open green space area, for community recreation and enjoyment. Recreational uses may include ball fields, golf courses, parks, playgrounds, as well as concession stands and sanitary facilities. A completed sanitary landfill can be productive by turning it into pasture or cropland. Agricultural use, however, will necessitate an increase in

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[22] State Department of Finance, Population Research Unit, May 1990.

depth of the final cover and an additional layer of soil placed above the final cover. Construction of residential as well as non-residential uses is another option. However, it should be noted that the cost of designing, constructing, and maintaining buildings on landfill sites may be considerably higher than it is for those erected on a well-compacted earthfill or on undisturbed soil.

Each proposal should be evaluated from a technical and economic viewpoint, as more suitable land is often available elsewhere which would not require the expensive construction techniques required at a sanitary landfill. The Land Use Map designates the site as Open Space/Recreation until such time as a future use, if any, is determined for the property.

J. EDUCATIONAL FACILITIES

1. EXISTING CONDITIONS

The City of Lake Elsinore is served by the Lake Elsinore Unified School District. The following is a list of current sites, as well as present student population and site capacity of primary and secondary schools in the Lake Elsinore area.

Table VI-4
EXISTING EDUCATIONAL FACILITIES
LAKE ELSINORE UNIFIED SCHOOL DISTRICT
DECEMBER 1989

Schools	# of Students	Capacity
Elementary Schools:		
Elsinore (K-6)	873	928
Wildomar (K-6)	1,219	1,131
Machado (K-6)	1,002	1,102
Butterfield (K-6)	951	1,073
Jean Hayman (K-6)	603	609
Railroad Canyon (K-6)	1,032	1,131
Withrow (K-6)	740	899
Junior High Schools:		
Elsinore Junior High (7-8)	583	566
Terra Cotta Junior High (7-8)	768	706

High Schools:		
Elsinore High School (9-12)	2,009	2,118
Ortega High School Continuation School (9-12)	200	200
TOTAL STUDENTS	**9,980**	**10,463**

Source: Lake Elsinore Unified School District, December 1989

Temescal Canyon High School is presently under construction, and should be completed in September 1991. Additionally, the District currently has several schools in various phases of planning and construction in the following areas: Tuscany Hills, Horsethief, Ramsgate, Cottonwood Hills, Alberhill and Wildomar.

In addition, both the Perris Union High School District and the Menifee Union School District provide service to some areas within the sphere. Both districts have enrollments that exceed present capacities, and are currently planning to expand facilities to accommodate anticipated growth in the areas served.

2. ISSUES AND OPPORTUNITIES

Due to the rapid rate of development experienced in the Lake Elsinore area in recent years, provision of adequate public school facilities within the city is currently an issue. Several of the District's schools are operating beyond capacity or are very near capacity. In order to provide adequate educational services to the existing student population, some schools conduct double sessions. In addition, in order to augment permanent buildings, temporary classroom facilities or "relocatables," are being leased from the state and private sources to house more than fifty percent of the student body.

School generation rates and general plan buildout dwelling unit information have been used to forecast the approximate number of public school students in the study area at buildout. This forecast is summarized in the following Table VI-5.

Table VI-5
STUDENT GENERATION IN THE STUDY AREA

	Number of Units Generated at Buildout	Generation Rate	Students Generated
City	46,516	K-6 - .583	27,118
		7-8 - .085	3,954
		9-12 - .115	5,350
		Total Students	**36,422**
Sphere	56,879	K-8 - .538	33,160
		9-12 - .22	12,513
		Total Students	**45,673**

Source: Lake Elsinore Unified School District, December 1989
Menifee Union High School District, February 1990
Perris Union High School District, February 1990

At probable buildout, the project will result in a total city area school population of 36,422 students, and a sphere area school population of 45,673 students. This will result in a student population far beyond what the present school facilities can accommodate.

As previously noted, new school facilities will be built in coming years to accommodate the rapid growth in the area. Information on anticipated capacity levels of these schools is not available at present, however, these new facilities should be able to accommodate a significant number of students projected to be generated by buildout of the general plan. Nonetheless, additional facilities beyond what are currently being planned, may need to be provided. Maximum buildout of the general plan may necessitate the construction of still more facilities.

Sites have been set aside for new schools for several projects in the city and sphere area, and applications have been filed for state funding to construct these schools. The Lake Elsinore Unified School District assesses a school impact fee in accordance with state law for residential and non-residential land uses. However, state funding for school facilities in conjunction with developer fees has proven inadequate, both in amount and timing, to finance school facilities necessary to serve the students generated by new development.

A plan to initiate year-round education is being considered by the Lake Elsinore Unified School District Board. This measure is a potential way of housing the rapidly increasing student enrollment,

utilizing available classroom capacity during summer months, and avoiding double sessions. The prime motivation for implementing the program, however, is a new state law assuring school districts of high placement on priority lists for state construction funds providing it places ten percent or more of its enrollment on year-round schedule by 1990 and thirty percent of enrollment by 1992.

K. LIBRARY FACILITIES

1. EXISTING CONDITIONS

The Riverside City/County Library District currently maintains a branch facility in Lake Elsinore, located at 400 West Graham. The Lake Elsinore County Branch Library serves a population of over 15,000 from the Lake Elsinore area as well as the surrounding vicinity. The facility houses approximately 21,760 volumes, with a total annual circulation of 102,431.

The present facility is adequate at this time to serve the existing population, although the library does not currently meet the county facilities standard for floor area. The county facilities standard for floor area, as noted in the *Riverside County Library Service Standards* of January 1989, is .5 square feet per capita. Based on the approximate population currently served by the library (city and surrounding vicinity), the Lake Elsinore branch should be a 17,000 square foot facility. The total square footage of the library, however, is 5,200 square feet. The materials or volume collection standard is 1.2 volumes per capita. This volume collection standard would equate to approximately 40,800 volumes to serve the current population base. The Lake Elsinore branch, however, contains a collection of 21,760 volumes.

In order to meet county facility standards and accommodate the projected future growth in the Lake Elsinore area, a long-range plan to the year 2005 has been developed by the Riverside City/County Library District. The plan includes the provision of a new 20,000-square foot library facility for the Lake Elsinore branch. The civic center complex has been discussed as a potential location, however, no site has been decided upon at the present time. Although construction of the facility is set for 1991-92 time frame, a lack of funding for the project may result in extension of this date. An application is currently being prepared to the California State Library for funds allocated to library renovation as authorized by Proposition 85. Provisions of the proposition require that the local community provide 35 percent of the

L. PUBLIC SAFETY AND URBAN SERVICES ELEMENT IMPLEMENTATION PROGRAMS

In order to further the goals, objectives and policies of the Public Safety and Urban Services Element, the city should consider the preparation and adoption of the following implementation measures.

1. POLICE/FIRE

   a. Encourage and support public education programs to enhance public awareness of fire safety and crime prevention. This may include cable television programs, publications, and public workshops.

   b. Prepare a Fire Prevention Program to reduce the occurrence and the extent of damage resulting from fire. Such a program would provide for the reduction of fuel loading in wildland areas, inspection and abatement of hazardous conditions in and around structures, a regular inspection of commercial and public buildings and access for fire fighting personnel and equipment. Incorporate as appropriate the Riverside County Fire Protection and Emergency Master Plan into the city's Fire Prevention Program.

   c. Promote neighborhood watch programs in conjunction with law enforcement agencies to encourage community participation in the surveillance of neighborhoods.

   d. Work with the County Fire Department to review city standards for building design, construction materials, street layout, signage fire sprinkling systems, fuel modification, and other measures for effectiveness in reducing the risk of fire. Identify revisions or additions to city requirements that are appropriate and feasible to reduce fire hazards and improve fire suppression programs.

   e. Ordinances regarding building and site design standards can specifically address crime prevention utilizing "defensible space criteria" such as:

      - The use of proper street and walkway lighting;
      - Provision of adequate off-street parking;

- Sufficient access to buildings and public spaces for surveillance;
- The use of burglary-resistant hardware and alarm systems;
- Proper landscaping of residential, commercial and industrial buildings to facilitate surveillance and minimize places for concealment; and
- The location of doors, walkways and windows for residences that permits surveillance from the street.

2. SEISMIC/GEOLOGIC HAZARDS

a. Continue to implement the requirements of the Alquist-Priolo Special Studies Zone Act and the Fault Rupture Hazard Overlay District of the Zoning Code to require the preparation of a fault rupture hazard analysis involving in-depth geologic and soils investigation, recommendations for set-back distances, risk evaluation for the type of proposed development, and mitigation measures to decrease or avoid significant geologic hazards identified in the analysis.

b. A city-wide hillside development ordinance, as discussed in the Community Design Element, can incorporate standards for site development, design and drainage, and requires geotechnical investigations for areas of known or suspected geologic hazards.

c. A review process which determines the level of geologic risks or hazard associated with the development of structures within specific areas of the city could include:

1) Classification of uses and structures in relation to potential geologic risk including the location of critical facilities (schools, hospitals, communication centers) and geologically vulnerable areas;
2) Minimum requirements for the level of geotechnical investigation for various combinations of site location and type of structure or development; and

3) Design considerations which can be integrated into the proposed project to adequately mitigate potential geologic hazards.

d. Providing qualified and sufficient personnel to review geotechnical reports and conduct field inspection of grading and construction operations to protect the public's health and safety.

e. The Uniform Building Code, specifically Chapter 23, provides for earthquake-resistant design and Chapter 70 provides for excavation and grading.

f. Conduct a seismic disaster impact analysis of the city's potential seismically hazardous buildings, including all unreinforced masonry building pursuant to the provisions of SB 547.

3. FLOODING

a. The U.S. Department of Housing and Urban Development Federal Insurance Administration should update the Flood Insurance Rate Maps (FIRM) for the city upon completion of the lake levee and improvements to the Temescal outflow channel.

b. Following updates to the FIRM maps, the city may then review and amend City Ordinance 711, the Flood Damage Prevention Ordinance, to incorporate changes to the floodway and floodway fringe. Following updates to the FIRM maps, the city may then review and amend the Zoning Code and the Zoning Map to reflect changes to the floodway and floodway fringe and to regulate and restrict development in those areas necessary to protect life and property from flood hazards.

c. The city will continue its review of flooding hazards as part of the development process and annexation proposals within the city shall prepare the following information relative to flood hazard if applicable:

1) Identification and mapping of floodplain and floodway per FIRM standards;
2) Mitigation measures according to FEMA and city standards; and

3) Environmental impacts associated with downstream runoff, channel improvements, and other infrastructure improvements required to reduce flood hazards for the proposed development.

4. HAZARDOUS WASTE

a. Prepare a city Hazardous Waste Management Plan for the city in compliance with state and federal guidelines. The City of Lake Elsinore's Hazardous Waste Management Plan will consider the content and implications of the Riverside County Hazardous Waste Management Plan, as approved by the State Department of Health Services. The plan will contain analyses, standards and programs including:

- An analysis of the hazardous waste stream generated in the County;
- A description of existing hazardous waste facilities and their current capacity;
- An analysis of the potential for reducing the volume and hazard of the waste at the source of generation;
- A consideration of the need to manage hazardous waste produced by businesses and households;
- A determination of the need for additional hazardous waste facilities;
- The identification of existing facilities that can be expanded and areas where the siting of new facilities may occur; and
- A statement of goals, objectives and policies for the siting of hazardous waste facilities and the management of wastes through the year 2000, and a schedule for plan implementation.

5. EMERGENCY PREPAREDNESS

a. Review and update the city's Emergency Operations Plan (EOP) and disaster response plans on a regular basis, conduct periodic tests of their practicality and effectiveness, and involve residents and businesses in the plan's preparation and testing. Incorporate the following into disaster response plans: hazard mitigation, disaster response and self-sufficiency/mutual support of residents, business and industry.

b. Consider various opportunities to inform the public (workshops, mailings, etc.) of the EOP and the procedures for disaster response and emergency preparedness.

6. INUNDATION POTENTIAL FROM DAM FAILURE

a. Site design, zoning, street design, and other land use decisions shall consider the need for efficient and orderly evacuation within areas of potential inundation from the Railroad Canyon Dam.

b. Ensure that emergency preparedness plans and procedures provide for the efficient and orderly notification and evacuation of potential inundation areas below the dam.

c. Require information concerning evacuation routes in areas subject to inundation from dam failure, to be incorporated in CC&Rs or disclosure packages for residential and commercial developments.

7. WATER/WASTEWATER

a. Evaluate alternative financing mechanisms including the formation of assessment districts to provide adequate water facilities in Country Club Heights.

b. Actively support water district programs that promote water conservation and ultimately reduce the demand for peak-hour water supply and wastewater capacity.

c. Continue to work with the EVMWD in establishing a reclaimed water distribution system within the service

area to provide reclaimed water for irrigating landscaping along I-15 and to potentially irrigate future community and regional parklands and golf courses. Require development, as a condition of approval, to utilize reclaimed water for such irrigation purposes when reclaimed water becomes available and feasible.

d. Coordinate with the water districts during the project review process in locating sewer systems and new water reclamation facilities and in the expansion of existing plants.

e. Provide the Elsinore Valley Municipal Water District and Elsinore Water District with periodic building activity reports and projections and assist the Districts in analyzing new capacity requirements to ensure availability and to avoid construction of excessive water and wastewater treatment capacity.

f. Encourage additional operational water storage in the Elsinore Water District to accommodate peak-hour demand and provide fire flow in the event of an emergency.

8. SOLID WASTE

a. Assist the Riverside County Solid Waste Management Department, when appropriate and feasible, in implementing the objectives and policies of the Solid Waste Management Plan. Support and coordination may involve:

- Assisting in identifying the location of convenient, environmentally acceptable, and cost effective solid waste sites, facilities and disposal techniques;
- Establishing a recycling/waste reduction program in concurrence with the County and the incorporated cities to achieve the goal of reducing waste by 25 percent by the year 2001;
- Assisting in the development of resource recovery/waste reduction facilities at all future and expanding transfer stations;

- Encouraging wastewater treatment facilities to develop sludge management plans, in conjunction with the County and Regional Water Quality Control Board;

- Establishing public service litter group programs to clean-up areas within the city;

- Encouraging private industry participation in the transportation, disposal and recycling of liquid wastes and sludge; and

- Assisting in the proper stabilization of the Elsinore Landfill site to create an area for future recreational use.

9. EDUCATIONAL FACILITIES

a. Request that school districts indicate the level of facilities presently available to serve development requiring discretionary review before the City of Lake Elsinore.

b. Request school districts provide the status of overcrowding of facilities within school district boundaries and identify available classrooms as well as the need for additional classrooms to serve proposed development, status of applications for state funding eligibility for such funding and pending statewide total requests for such funding in relation to authorized state bonds for such funding.

c. Request school districts to provide the City of Lake Elsinore with identification of impacts which are anticipated as a result of proposed development.

d. Coordinate with developers and school districts to ensure that school sites are adequately sized, located to meet increases in demand and will be available as needed as part of the phasing of development projects including such school sites.

e. Coordinate efforts for public financing by school districts, the City of Lake Elsinore or both to seek to ensure timely availability of adequate school facilities to

the extent state funding or other sources of funds are not assured or received by the school district on a timely basis to provide school facilities for such developments.

f. Use general plan amendments and community plan updates, specific plans, changes in land use classifications, development agreements, annexations, public financing and redevelopment proposals as well as applicable determinations of consistency with the general plan to identify the general location of proposed school facilities and other public facilities as well as sources of funding for all such facilities.

g. Coordinate the planning and location of schools and other related public facilities at the earliest possible stage of the development process.

h. Coordinate the preparation of development and school services data, projections, needs assessments and available financing therefore, including state funding and efforts to achieve the highest possible priority for such funding for Lake Elsinore.

i. Applications for general plan amendments, changes in land use classifications, development agreements, annexations, public financing and redevelopment proposals, as well as applicable determinations of consistency with the general plan shall be carefully evaluated as to timely availability of adequate school facilities and assurance of funding for such school facilities.

j. Analysis should include existing capacity, future capacity expansion, current demand, and student generation factors to determine project demand on the school districts.

k. Work with developers and school districts to assist school districts to seek to assure funding of such school facilities from all sources including possible state funding and establishing maximum priority for such funding and, where feasible, to designate in land use approvals school facilities where most suitable to serve the present and projected future residents of the area.

l. Notify, confer and meet on a periodic regular basis with school districts involved in proposed development applications early in the review process in order to allow for adequate response by the school districts. A joint coordinating committee with school districts should be established to meet regularly to consider development proposals submitted to the City of Lake Elsinore and the school district.

m. In considering the approval of general plan amendments, changes in land use classifications, development agreements, annexations and public financing proposals or applicable determinations of consistency with the general plan, the City of Lake Elsinore shall review said proposals as to timely availability and assurance of funding for timely and adequate school facilities to serve the proposed development.

n. Request notification from school districts regarding the status of available school facilities to serve each proposed development. To the extent that adequate school facilities are not available on a timely basis, the City of Lake Elsinore shall seek to assist the school district and developers in arriving at means of providing adequate school facilities, to the extent economically feasible.

10. LIBRARY SERVICES

a. Coordinate with the County of Riverside in the location, facilities and services of new branch libraries needed to serve future development.

b. Cooperate with the County of Riverside to evaluate the need for and establishment of new library branch facilities in the Wildomar area and Cottonwood Hills project.

c. Continue to utilize a developer fee to fund the city's library facility needs.

Community Design Element

VII. COMMUNITY DESIGN ELEMENT

A. INTRODUCTION

1. OVERVIEW

The condition of the environment in which an individual lives, works or plays and the experiences of conducting activities within that environment is closely related to an individual's perceived "quality of life." A resident will develop an image of a residential neighborhood by the condition and appearance of other homes, by noise levels of adjacent roads, and by the proximity of the neighborhood to activity centers. A visitor to the lake during the summer will develop an image of the city based on the appearance of uses along the lake edge, the convenience of tourist-oriented commercial uses, traffic, parking availability and directional signage. These experiences of the resident and visitor are a response to Lake Elsinore's urban design.

Urban design refers to the form and function of the city which is perceived both physically and psychologically. The design must be efficient, convenient, aesthetically pleasing and responsive to the need for clear identification and orientation. The focus of the Community Design Element is on building design, architecture, streetscape design and circulation.

The Community Design Element also addresses the design features of Lake Elsinore that contribute to the community's image and perceived "quality of life." The overall intent of this element is to establish a framework for public and private sector decisionmaking with respect to the overall community quality and character.

2. PURPOSE

The City of Lake Elsinore is within one of the fastest growing metropolitan areas in the state (the Riverside/San Bernardino metropolitan area) in terms of population and employment. Lake Elsinore is primarily a residential community with an emphasis on tourism activities and a small, but growing employment center of office and industrial firms. Although Lake Elsinore exhibits many characteristics of its rural heritage, recent and planned development will urbanize large areas and redefine the identity and function of the city within the region.

The purpose of the Community Design Element is to guide Lake Elsinore as it seeks to maintain its desirable rural characteristics

while gaining those benefits found in urbanized communities. The goals, objectives and policies of the Community Design Element address the evolutionary nature of the city as well as the rural characteristics that have historically contributed to a quality of life that residents seek to preserve and enhance. Large lot residential areas for agriculture and equestrian activities, significant ridgelines that are a scenic backdrop around the community, and the "traditional" downtown area are a few of the rural features that are important to the community's identity.

The Community Design Element assesses the following urban design features that will strongly affect the image of the city:

- Natural Features and Open Space
- Scale of Development
- Architecture
- Landscape Architecture
- Streetscape Design
- Circulation System
- Community Gateways
- Landmarks

The design guidelines will provide a framework to achieve quality and compatibility in the physical design of the developing portions of the city, and to enhance existing developed areas. The design guidelines set forth general criteria for residential, commercial and industrial/manufacturing development, as well as for the downtown area and the I-15 view corridor.

The Community Design Element is not intended to be prohibitive and inflexible in nature, nor to discourage design solutions that are creative and appropriate for the use and the site. Rather, the Element is intended to provide direction to landowners, architects, landscape architects and decisionmakers in order to achieve compatible and quality site and building development. The policies and guidelines shall encourage a public/private dialogue whereby creative and innovative design solutions may be realized. At the same time, the Element provides an overall urban design framework that identifies opportunities for the city to enhance the visibility and image of the community.

3. AUTHORIZATION

The Community Design Element is not a state required element of the general plan. Government Code Section 65302 allows local

governments to adopt non-mandated elements which address issues relating to the physical development of a city. Upon adoption, the Community Design Element will have the same force and effect as the mandatory elements of the general plan.

B. ASSESSMENT OF URBAN FORM AND FUNCTION

1. INTRODUCTION

The City of Lake Elsinore's vision for the future is one which reflects a respect for its many natural and man-made resources. Opportunities for the near- and long-term development of the city are captured within its general plan. To the benefit of current and future residents, the development concept of this general plan is influenced by the following overall considerations:

- A desire to maintain and enhance the character and vitality of the downtown area.
- A recognition of the need to encourage land uses within the city which will reflect a positive annual city cost/revenue balance.
- A desire to increase recreational and tourist accommodation opportunities within the city to capture a greater segment of the southern California tourism market.
- Maintain and enhance natural features and open space in a manner which is consistent with economic realities.
- To create a high quality environment for residents and employers within the city.
- To take advantage of the economic and market opportunities available to the city by virtue of its geographic location, market conditions, and land availability.
- A commitment to the implementation of the Lake Elsinore Management Plan and associated lakeshore development projects.

2. NATURAL FEATURES AND OPEN SPACE

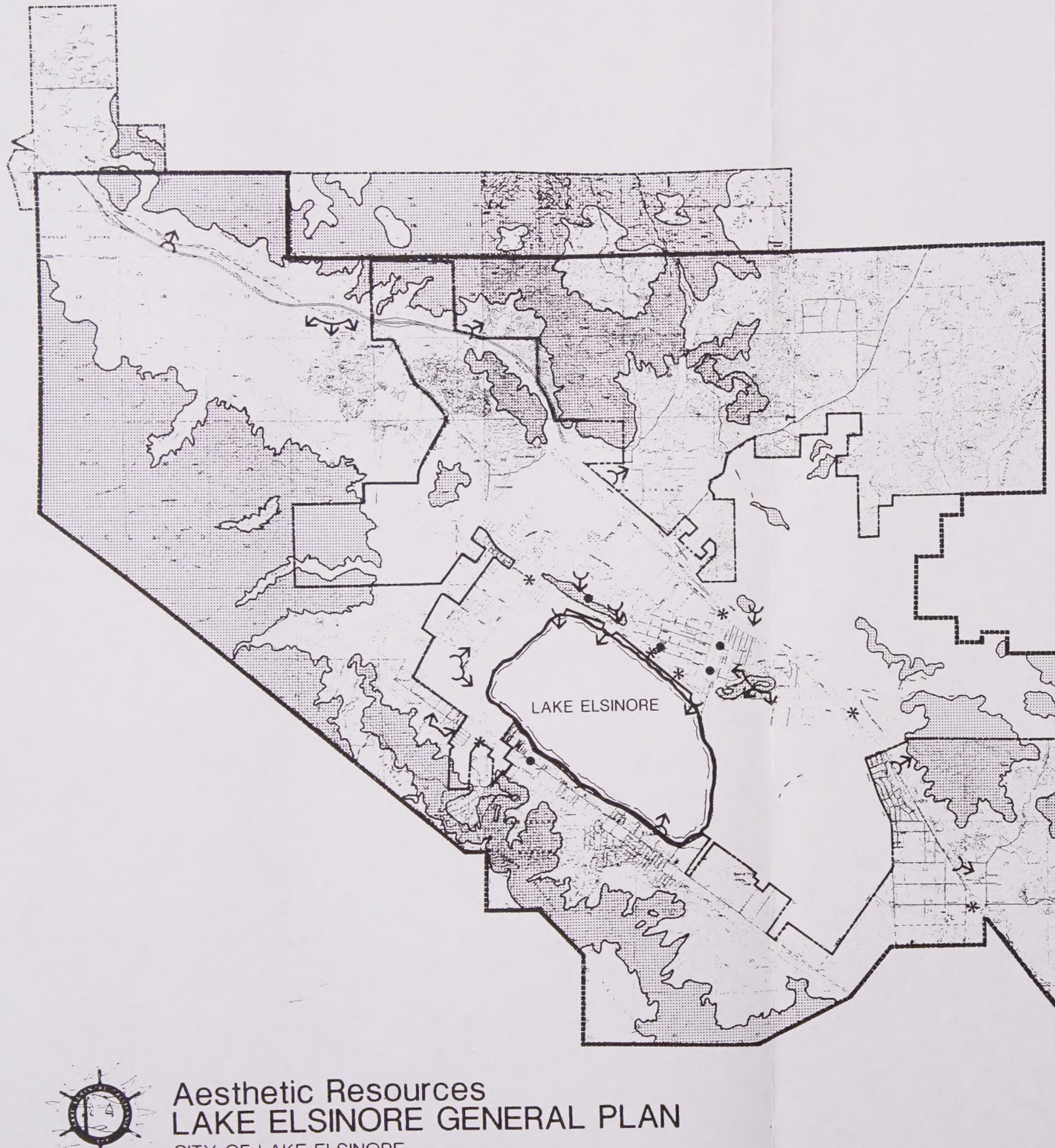
To be successful, a comprehensive urban design program must integrate features of both the natural and man-made elements. Recognition of natural characteristics and the relationship of these characteristics to the built environment can avoid the all too common occurrence of a sterile and ecologically insensitive collection of buildings, structures, and paving. Land use and development decisions which capitalize and maintain a respect for the natural assets of a given location have the potential to result in a more enjoyable and satisfying urban environment. Significant natural features in Lake Elsinore include:

- Ridgelines of the Temescal, Santa Ana, and Elsinore Mountains;
- San Jacinto, Wasson Canyon, and Temescal Wash open space corridors; and
- Lake and shoreline.

Prominent ridgelines in the northeastern portion of the city and undeveloped hillsides throughout the community contribute positively to the visual character of Lake Elsinore. The topography creates a sense of overall visual relief, diversity and texture.

Scenic vistas of the hillsides are available throughout the city to Lake Elsinore's residents and visitors (Exhibit VII-1). In the Lakeland Village area, scenic vistas include views overlooking the lake and views of the Santa Ana Mountains. Residents in the eastern portion of the city have scenic views of the Country Club Heights and a dome formation east of the central business district. Views of the Cleveland National Forest and Temescal Mountains are available from the lake area, most arterials, and many residences in the city.

Through the implementation of hillside development standards, the city has an excellent opportunity to ensure that development does not significantly degrade the ridgelines or natural hillside areas. Hillside development standards are intended to encourage innovative site and building design to enhance the visual quality of development, particularly on hillsides that are prominently visible throughout the city. Redistribution of development densities to developable portions of hillsides in order to preserve scenic hillside features or special habitat areas is also encouraged.



LEGEND

- SLOPES ABOVE 25%
- SCENIC VISTAS
- COMMUNITY GATEWAYS
- LANDMARKS

Aesthetic Resources
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

0 3000 6000 9000
FEET

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EXHIBIT VII-1

Open space lands provide public and private areas for rest and recreation and preservation of significant natural resources. To function as positive urban design elements, most open space and water features must be highly visible and/or accessible to the general public. Lake Elsinore's city parks, state parks, the lake, open space corridors along waterways and undeveloped public lands are strong urban design features.

The lake and lake perimeter are particularly valuable design resources in the city. The economic viability and growth of the community over time has been partially dependent upon the recreational uses afforded by the lake and surrounding area. Changes in the lake level can be dramatic, causing recreational use of the lake and tourism within the city to fluctuate in direct correlation with the lake level. Thus, private development and redevelopment of degraded uses around the lake is hampered by a sizable floodplain zone.

Upon stabilization of the lake level through construction of a levee system, development opportunities will significantly increase. The form and character of development will be directed by design guidelines adopted as part of the specific plans to be prepared for the lake perimeter and east of the lake. Enhancement of the lake and shoreline through comprehensive design guidelines shall increase tourism, business development, quality housing and public recreational opportunities for residents and visitors.

3. SCALE OF DEVELOPMENT

The relationship of multiple uses within a given area to others in the vicinity is another important urban design consideration. Such relationships can be characterized by the scale and compatibility of developments throughout the city. Scale is not limited to actual physical size and bulk of an individual building but extends to surrounding buildings that are perceived as reference points in a geographic setting. The concept of scale is an important urban design component because of the perception of distances and heights familiar to the viewer in relation to the environmental setting. The degree to which one perceives individual buildings as "in" or "out" of scale with the surroundings determines the overall perception of environmental harmony and balance.

The design guidelines adopted for the central business district will guide the size and bulk of new development to ensure compatibility with other downtown uses and to avoid domination of buildings over the streetscape. Design guidelines to be adopted in

specific plans will also address scale, particularly in the lake perimeter areas. Redevelopment of the existing mix of land uses along the west and south shores will involve increasing the density and intensity of use. Given the mixture of uses in the area currently, the transition may be slower and temporary conflicts in terms of scale, style, character and use may be expected.

4. ARCHITECTURE

This Community Design Element does not set forth rigid architectural guidelines. Rather, a variety of styles is encouraged with emphasis placed on overall compatibility. The present architectural pattern created in the city is an eclectic collection of varied themes and concepts derived by individual preference and concern relative to economics, function, and current styles. With the exception of two commercial districts in the city, the Railroad Canyon/Mission Trail area and the "Four Corners" area, design compatibility in terms of scale, style, materials, and color between adjacent parcels has not been emphasized.

In the Railroad Canyon/Mission Trail area, the city has encouraged the Spanish colonial and Mission Revival style architecture. The area functions as a major commercial district and a key gateway into the community. This area has experienced rapid growth during the last decade, significantly contributing to the economic viability of the community. The architectural style evokes the early California Spanish traditions through the appearance of adobe and the use of stucco or concrete surfaces, scalloped parapet facades, columned or arched porches, and primarily hip and gable roofs. The consistent architectural style clearly defines a commercial district and creates a positive impression for the visitor.

The "Four Corners" area is a newer commercial strip along Riverside Drive and Lakeshore Drive. The architectural theme associated with the Four Corners area is a nautical or "Cape Cod" style. This style includes a predominantly linear style of architecture created with wood siding and shingles. Accentuated front gables, wood framed multiple paned windows and chimneys are common features of Cape Cod architecture. Several other stylistic details that are not common to the original Cape Cod style architecture have been included in the design of these structures. This area originally contained incongruous uses and architectural styles. Uses along the immediate lake perimeter in the "Four Corners" area have not been redeveloped and do not exhibit the "Cape Cod" theme. This Four

Corners area functions as a convenient shopping destination for both residents and visitors.

Lake Elsinore's central business area is a traditional "downtown" consisting of retail, civic, office, and some residential uses along Main Street. Most of the structures built along Main Street were constructed in the 1920s and 1930s. Many of the commercial buildings were constructed with unreinforced masonry, are without setbacks from the front or side property lines, and have incorporated classic details on the facades. A significant number of the buildings have been altered from the historic motif of the 1920s. Deterioration of historic buildings has also occurred. Similar to many American cities, residential growth in outlying areas created new commercial nodes and weakened the downtown's status as the main commercial node within the city. In addition, flooding from the Temescal outflow channel in 1980 caused millions of dollars in damage to residences, businesses and some local industry. A redevelopment project area (Project No. 1) which includes the downtown area was established in September 1980 to improve and upgrade areas which suffered damage due to the flood. Redevelopment projects were to revitalize areas of deterioration and economic maladjustment caused by the secondary effects of flooding (loss of population, housing, employment centers).

In October 1989, the Lake Elsinore City Council adopted the Historic Elsinore Downtown Plan boundary over the central business area to implement design guidelines. The guidelines seek to ensure that future development and renovation of the area is compatible with the historic motif of the 1920s. The design guidelines address streetscape design, facade treatment, scale, landscaping, and signage which will be applied to all new construction, additions and private property improvements.

5. LANDSCAPE

Landscaping is an important aspect of urban form in that it serves to link the city's built environment with the natural environment. For example, the use of a unified landscaping theme can complement the architectural character within development areas to establish and maintain the image of each development area as well as the entire community. The landscape in Lake Elsinore is a mixture of natural vegetation and ornamental plantings in developed areas. Because of the age of many developments in the city, much of the landscaping installed initially is now mature. In addition to providing visual relief, cleaner air, and serving as a screen or barrier, well planned and

maintained landscaping serves to increase or maintain property values and enhance the character of the surrounding neighborhood.

Landscape design guidelines were adopted by the city in April 1988. These guidelines were established to provide minimum landscape standards for new development, encourage retention of mature vegetation, establish continuity and enhance the aesthetics of the community.

6. STREETSCAPE DESIGN

Streetscapes are important image-building components which offer immediate and lasting impressions of Lake Elsinore's overall character. Elements which combine to form the streetscapes include improvements within and adjacent to the roadway and facilities for both vehicular and non-motorized modes of travel. Streetscapes are particularly important in encouraging pedestrian activity and creating a positive experience in walking. The pedestrian's visual and physical experience involves the size and condition of sidewalks, the availability of amenities such as street furniture and drinking fountains, storefront signage, facade details, and the accessibility of street crossings. The motorist's first impression of the community is usually drawn from such streetscape features as parkways, medians, roadway signage, utility lines, and the scale and design of adjacent development. In addition to the visual aspects of the city's street network, the concept also extends to functional aspects including how the streetscape defines a neighborhood or district's identity.

Street furniture (benches, trash receptacles, bus shelters, lighting, bollards, water fountains, mail boxes, newspaper racks, telephone booths, and fire hydrants) can be combined with alternative paving materials and street graphics (directional signs, traffic signals, and street signs) to create an enhanced environment that encourages pedestrian activities. Lake Elsinore's existing inventory of street furniture and graphics is extremely limited in terms of variety and quantity.

As new development and renovation of existing development occurs throughout Lake Elsinore, the city will have an extensive opportunity to direct streetscape design and implementation. Roadway improvements needed to accommodate new development may incorporate parkways, medians and street furniture to complement the adjacent development and orient the motorist.

In the Historic Elsinore Downtown, street furniture, graphics, public landscaping and paving treatment will be accomplished concurrently with road improvements to enhance the 1920s architectural theme adopted for the area. Streetscape design will also be addressed in each of the city's specific plan areas. Such design guidelines shall complement and enhance existing streetscape improvement and amenities, if any, that are adjacent to the specific plan area.

Well designed and properly executed streetscape programs can reduce or eliminate many negative images and offer many benefits. A coordinated program of median and parkway landscaping, street lighting, street furniture and graphics can create a sense of unity along major arterials. Orientation and community identity can be established by variations in the overall streetscape theme (use of alternative species of trees, shrubs, and flowers) along different arterials. Both concepts of unity and identity can be reinforced further by the continuation of the design theme into the onsite landscaping of adjacent developments. Variations to the overall streetscape design concept can also be used to define the city's circulation network. Different street lighting (in terms of height, pole, and design) and landscaping standards (in terms of height, mass, shape, and color) can be developed to distinguish between major, primary, and secondary arterials.

7. CIRCULATION SYSTEM

As discussed in the previous section on streetscapes, most observations of the city are made as people move along walkways, streets or freeways. The major paths by which people move through Lake Elsinore are the I-15 freeway and Ortega Highway via Riverside Drive. Other principal paths that serve local and through traffic include Lakeshore Drive, Grand Avenue, Mission Trail, Railroad Canyon Road and Lucerne Street. Conditions in the circulation system that introduce conflicts or points of directional confusion detract from the community's overall image. These conflicts can confuse motorists, restrict the smooth flow of traffic, and create dangerous zones for pedestrians and motorists.

One conflict area exists south of the Railroad Canyon Road interchange. The high traffic volumes combined with poorly spaced signalized intersections and a lack of visible street and directional signage make travel difficult and confusing. Another area of directional confusion is the transition of Lakeshore Drive from a two-way to a one-way road. Other points of conflict can be found at the

Highway 74 detour at Collier Avenue and along the narrow, circuitous dirt roads in Country Club Heights.

In the Railroad Canyon/Mission Trail area and along Riverside Drive, the dominance of the automobile coupled with minimal pedestrian orientation in site development, makes walking or cycling undesirable modes of transportation. These areas capture the majority of neighborhood shopping by residents and yet have been developed with few pedestrian facilities and amenities. Continuous sidewalks or paths linking developments, well located and "user friendly" street crossings using special paving materials, benches and other street furniture at key locations, would substantially improve the image of existing and future commercial and office centers.

Bicycle safety is an issue on streets adjacent to the lake, as well as other roads lacking a designated bike trail. Hazards exist on most roads where the cyclist must negotiate right-of-way between motorists and unimproved parkways. The lake and other aesthetic natural features attract bicyclists to the area. Cycling for recreation or trips to shops and work is an alternative transportation mode for residents that shall be encouraged by the city through enhanced design and improvements. Future road improvements shall incorporate bike trails as identified in the Circulation Element.

8. COMMUNITY GATEWAYS

"Community Gateways" are defined as major entrances to the city which provide visitors with first impressions of Lake Elsinore. Land uses at key gateways can enhance or detract from the image or "first impression" of the city. These entrances present significant opportunities to project a positive image of the community and welcome visitors. Most of Lake Elsinore's visitors enter the city on Highway 74 at Grand Avenue and the I-15 corridor at Railroad Canyon Road, Main Street or Chaney Street. Minor entrances are along Lakeshore Drive and Mission Trail. These entrances are not highlighted by special features (ie., distinctive landscaping or monument signs) designed to offer a sense of arrival to the visitor.

Vacant land and poorly maintained residential uses along the northern end of Main Street at the I-15 freeway do not provide a strong "gateway" into the downtown area. The Land Use Plan encourages the area adjacent to the freeway at Main Street as tourist commercial to attract motorists and provide a higher intensity, more exciting gateway. A specific plan area for commercial office and recreational uses has been designated at the south end at the lake

edge. The city's future civic center is anticipated to be a focal point of the specific plan area. These future projects will anchor the southern end of the downtown area and enhance the Main Street area as a primary gateway to the community. Downtown entry monuments at Graham and Kellogg and along Lakeshore Drive shall also be provided to direct and orient motorists traveling from other areas of the community.

9. LANDMARKS

Landmarks are prominent natural or man-made features that are highly visible and easily recognizable because of size, architectural style, form, or socio-cultural characteristics. Quite often, landmarks provide important reference points for orientation purposes or provide a certain identity to a district or area within the community. Visitors may identify the community in terms of a landmark when a landmark makes a lasting impression and symbolizes a "sense of place."

The lake is the main landmark of Lake Elsinore. Other natural features which serve as points of reference include the hillsides of Country Club Heights and the mountains of the Cleveland National Forest.

Several man-made structures are landmarks in Lake Elsinore, including the Chimes Building, the old country club, the church on Main Street, Lake Elsinore Junior High School, and the old military academy. The Chimes Building is on the National Register of Historic Places. The other landmarks are locally historic and are easily recognized because of their architectural style and prominence with respect to the development in the city. Exhibit IV-4 identifies historic resources, and the Cultural Resources component of the Open Space/Conservation Element provides further discussion of the city's historic resources.

C. COMMUNITY DESIGN ELEMENT IMPLEMENTATION PROGRAM

In order to further the goals, objectives and policies of the Community Design Element, the following Design Guidelines are intended as a general framework for the design and review of public and private projects. The purpose of these design guidelines is to:

- Enhance the continuity and compatibility in the physical design of the community.

- Provide guidance in the planning and design of projects to builders, engineers, architects, landscape architects and other design professionals.

- Provide guidance to the City Planning Commission and the City Council in the design review process.

- Encourage developers to achieve excellence in the implementation of projects within the city.

1. CITYWIDE DESIGN GUIDELINES

a. Residential

1) Design Layout/Siting

- Residential units should vary in height and orientation as allowed by the underlying zone to create a variety in scale.

- Residential units should be oriented on the site to allow entries to be visible from the street.

- Avoid long, unbroken building elevations and make offsets in the plan an integral part of the design plan. Structural projections/features should be incorporated to create visual interest.

- Maximize indoor/outdoor design features, including patios, balconies and entry porches.

- Vary streetscape by utilizing varied setbacks, alternating unit types and reversing model plans.

- Design details such as monumentation, special paving textures, accent flowers and shrubs, should be incorporated into the design of major intersections to maximize visual interest.

2) Architecture

- Architectural mass and form in addition to lot size should be compatible with the adjacent structure.
- Rear residential elevations facing the road right-of-way or major public use should receive special architectural treatment.
- Architectural design should be compatible with adjacent development so that design of new development does not conflict with neighborhood character.
- Visual appearance of pipes and mechanical equipment should be minimized. When equipment is located on the roof, equipment should be screened from view.

3) Circulation

- A curvilinear street plan should be utilized to create visual interest. Street alignments should adapt to topographic conditions.
- Establish consistent streetscape standards including right-of-way widths, setback requirements, median design, landscape and pedestrian/bicycle path dimensions.

4) Parking

- Adequate distance between the sidewalk and the garage should be provided to allow for parking in the driveway without extending into the sidewalk area.
- Sufficient off-street parking should be provided to prevent traffic congestion and allow for on-street guest parking.
- Off-street guest parking should be encouraged in medium to high density

residential at a ratio of .25 parking spaces per dwelling unit.

5) Open Space

- Maximize residential view opportunities while maintaining the character of surrounding natural topography through the site plan review process. Consider views from offsite public areas and residential uses.

- Buffer residential uses from noise-generating or non-residential uses through the use of open space, slopes, landscaping, and fencing treatments.

- Along view corridors or adjacent to open space or park areas, utilize open fencing to maximize view opportunities.

6) Landscape

- For each project, except applications for one residential single family detached unit, the developer should prepare a landscape plan and select a landscape palette for all areas not devoted to structures. Special landscape attention should be given to project entries and areas adjacent to public streets. The landscape plan shall be consistent with the city's adopted landscape guidelines.

7) Lighting

- All lighting should be designed and located in a manner that does not disturb residents, but provides public safety.

- All residential unit addresses should be illuminated.

8) Signs

- Signs shall be limited to sales, political, subdivision monumentation and home occupations and be small in scale and size, as defined in Section 1.7.94 of Title 17, City Municipal Code.

b. Commercial/Office

1) Design Layout/Siting

- Each site should provide a well-articulated, identifiable entry sequence from street to building. Entry on to the site and connections with buildings should be enhanced through landscape, hardscape and architectural design.

- A varied street setback is preferred to encourage creative building orientation.

- Vary and articulate shapes and forms of buildings and other structural elements to create visual interest.

- Reduce massing and scale of buildings along streets, open space areas, and between buildings in order to reduce physical and visual impact.

- Avoid long, straight, continuous stretches of any one structural or planning element, such as building facade or parking.

- Buildings should be sited to allow for clear visibility of structures from the street for public safety.

- Building entrances should be a clearly defined and visibly inviting extension of the arrival sequence from street to building. Entries should be integrated within the overall building form such as recessed or protective doorways to add articulation.

Entries should also be highlighted with textured hardscape and coordinated landscaping.

- Adequate vehicular and pedestrian access should be provided to commercial sites, consistent with the criteria set forth in the Circulation Element.

2) Architecture

- One dominant material should be selected. Use of materials which convey permanence, substance, timeliness and restraint should be encouraged.

- Accent materials will be coordinated to achieve a continuity of design with the overall structure and surrounding development.

- Architectural interest should be created by reducing the appearance of excessive massing and visually articulating exterior building walls by:

  - design of smaller or multiple structures or masses in a similar plane;
  - landscaping and landform manipulation; and
  - clustering small-scale elements such as planter walls around the major form.

- Colors utilized on commercial/office structures should be complementary yet create visual diversity from other commercial or office centers and should enhance architectural effects. The colors and textures should not contrast with surrounding developments and should be complementary to the natural landscape and rural character of Lake Elsinore.

- Roof planes should be used to articulate and reduce building mass. Roof planes can

be gable, hip, shed, flat and simple or harmonious combinations of each.

3) Circulation

- Street alignment should adapt to topographic conditions.

- Establish consistent streetscape standards including right-of-way widths, setback requirements, median design, landscape and pedestrian/bicycle path dimensions.

4) Parking

- Off-street parking should be accommodated without sacrificing street character.

- Parking areas should be screened from view from public streets by means of grading and landscaping.

- Designated spaces should be provided in convenient locations for handicap, carpool, motorcycle and bicycle parking. Bicycle parking areas are to be provided with racks and locking capabilities.

- Where parking is oriented to the site exterior, it should be designed as follows:

  - The use of moderately scaled parking courts with buildings clustered about is preferred over large, unbroken, mass parking.

  - Long, straight driveways should be divided up into limited views, either through the use of curved drives or a series of shorter, straight links.

  - Bicycle parking areas are encouraged.

- Parking areas shall be well lit to provide for public safety.

5) Open Space

- Buffer areas should be provided between commercial/office development and other land uses to screen the development and create noise attenuation.

6) Storage/Service Areas

- Exterior storage should be fully screened by walls. The height should be adequate such that no materials will be visible above the wall. Wall screening should be accompanied with a combination of vines, shrubs and trees to soften the visual impact.

- All outdoor refuse containers should be screened visually within an enclosure so as not to be visible from adjacent lots or sites, neighboring properties or streets.

- Refuse collection enclosures should be designed of durable materials with finishes and colors which are unified and harmonious with the overall architectural theme.

- Refuse collection areas should not be directly visible from scenic corridors or collector roads. Refuse enclosures should be sited for the least visibility (such as adjacent to side and rear lot lines, and toes of slopes).

- Refuse collection areas should be located upon the lot so as to provide clear and convenient access to refuse collection vehicles as well as convenience to depositors.

7) Loading

- Provisions should be on each site for any necessary vehicle loading and no on-street vehicle loading should be permitted.

- No loading doors should be located on a street frontage building facade or be within view of public roadways or buildings on adjacent sites.

8) Utilities/Mechanical Equipment

- All exterior onsite utilities, including but not limited to drainage systems, sewers, gas lines, water lines, and electrical, should be installed and maintained underground.

- Onsite underground utilities should be designed and installed to minimize the disruption of offsite utilities, paving, and landscape during construction and maintenance.

- Antennae or other devices for transmission or reception of signals, including but not limited to telephone, television, and radio, should be screened from public roadways.

- Exterior mechanical equipment should be screened from view from public right-of-ways.

- Transformers that are separate from the building and may be visible from a public street should be screened with either planting or a durable, non-combustible, theme style wall. Transformers attached to structures should be designed of durable materials with finishes and colors which are unified and harmonious with the overall architectural theme.

- Electrical equipment should be mounted on the interior of a building wherever possible. When interior mounting is not practical, electrical equipment should be mounted where it is substantially screened from public view. Exterior electrical equipment should not be mounted on the street side of any building.

9) Landscape

- All open areas not covered by structures or paving should be planted with trees, shrubs, and groundcovers or acceptable landscape treatment in a fully integrated landscape design.

- Planting should be provided in parking lots to create shade and visual interest. These planted areas should be protected by curbing.

- Landscape design at building entrances should be coordinated with structure design to provide an attractive and well defined entrance.

- Berms within setbacks should be encouraged. All landscape berms should be designed to be easily maintained.

- All landscape areas should be provided with automatic sprinkler systems.

- All new development or projects requiring design review in commercial areas shall provide landscape which is consistent with the city's adopted landscape guidelines.

10) Lighting

- Exterior lighting shall be provided to enhance the safety and security of motorists, pedestrians and cyclists.

- Where possible, light fixtures should be incorporated into the building elements to provide for public safety/security. They should be appropriate for the architectural design and should be energy efficient.

- Exterior lighting with the source visible from adjacent parcels is not desirable. Indirect lighting in planting and small-scale

bollard lights are preferred over taller, more conspicuous light standards.

- General lighting should not cast any glare onto adjacent lots and streets in such a manner as to decrease the ambience of adjacent areas or the safety of pedestrian and vehicular movement.

- Pedestrian lighting should provide for area illumination for entryways, courtyards and other such areas. Point-to-point lighting should be provided for pedestrian walkways.

11) Signs

- Signs should maintain proportion and be compatible with the architectural form. Signs within shopping centers should be designed to create an integrated appearance throughout the center. All signs shall conform to Section 17.94 of the Lake Elsinore Municipal Code.

c. Business Park/Industrial

1) Design Layout/Siting

- Site planning is to emphasize a clean, contemporary "high-tech" environment and compatibility with adjacent sites.

- Spacious setbacks should be provided along street frontages which provide visual space, landscaping, and buffers between the roads, the use onsite and pedestrian circulation areas.

- Buildings should be located to enhance project visibility and identity, while maintaining compatible relationships with adjacent projects and street frontages.

- Buildings should be arranged to provide convenient access to entrances and efficient onsite circulation for vehicles and pedestrians.

- Vehicular access points to individual sites should be limited to minimize disruption of traffic flow.

2) Architecture

- Architecture design should express the character of high technology in a manner which is both progressive and enduring.

- Building design should employ clean, simple, geometric forms and coordinated massing which produce unity, scale and interest.

- Building color and material should be defined by function and structure and should be compatible with the building's form and pattern. Materials should be smooth and clean with a composition that is easy to maintain and ages well.

- Pedestrian building entries should be well identified.

- Exterior building walls should avoid an overwhelming massive appearance by:

  - fragmenting into smaller or multiple structures or masses in a similar plane;
  - wall texture placement;
  - clustering small-scale elements such as planter walls around the major form; and
  - creation of shadow lines and patterns

3) Circulation

- Street alignment should adapt to topographic conditions.

- Establish consistent streetscape standards including right-of-way widths, setback requirements, median design, landscape and pedestrian/bicycle path dimensions.

4) Parking

- Sufficient onsite parking must be provided to accommodate all vehicles associated with the use of each site. On-street parking should be discouraged.

- Designated spaces should be provided in convenient locations for handicap, carpool, motorcycle and bicycle parking.

- Parking areas for motorcycles and bicycles are to be designed for orderly, uncluttered parking. Bicycle parking areas are to be provided with racks and locking capabilities.

- Parking areas should be screened from view from public streets by means of grading and landscaping.

- Parking areas shall be well lit to provide for public safety.

5) Open Space

- Buffer areas should be provided between business park, manufacturing or industrial development and other land uses to screen the development and create noise attenuation.

6) Storage/Service Areas

- Service, storage, maintenance, loading and refuse collection areas should be located out of view of public roadways and buildings on adjacent sites, or screened by dense landscaping and/or architectural barriers.

- Service areas should not extend into required setback zones.

- Service areas should be located so that service vehicles have clear and convenient access and do not disrupt vehicular and pedestrian circulation. Loading or unloading should not be permitted from public streets.

- Solid screening should be required for all service and loading areas and exterior storage.

7) Loading

- Provisions should be made on each site for any necessary vehicle loading and no on-street vehicle loading should be permitted.

- No loading doors should be located on a street frontage building facade or be within view of public roadways or buildings on adjacent sites.

8) Utilities/Mechanical Equipment

- All exterior onsite utilities, including but not limited to drainage systems, sewers, gas lines, water lines, electrical, and telephone wires and equipment, should be installed and maintained underground.

- Onsite underground utilities should be designed and installed to minimize the disruption of offsite utilities, paving and landscaping during construction and maintenance.

- Antenna or other devices for transmission or reception of any signals including but not limited to telephone, television, and radio should be screened from public roadways.

- Electrical equipment should be mounted on the interior of a building wherever possible. When interior mounting is not practical, electrical equipment should be mounted where it is substantially screened from public view. Exterior electrical equipment should not be mounted on the street side of any building.

- Exterior mechanical equipment should be screened from view from public right-of-ways.

- Transformers that are separate from the building and may be visible from a public street should be screened with either planting or a durable, non-combustible theme style wall. Transformers attached to structures should be designed of durable materials with finishes and colors which are unified and harmonious with the overall architectural theme.

9) Landscape

- All open areas not covered by structures of paving should be planted with trees, shrubs and groundcovers or acceptable landscape treatment in a fully integrated landscape design.

- All landscaping shall be consistent with the city's adopted landscape guidelines.

- Planting should be provided in parking lots to create shade and visual interest. These planted areas should be protected by curbing.

- Landscape design at building entrances should be coordinated with structural design to provide an attractive and well defined entryway.

- Berms within setback areas are encouraged. All landscape berms should be designed to be easily maintained.

- All landscape areas should be provided with automatic sprinkler systems.

10) Lighting

- Exterior lighting shall be provided to enhance the safety and security of motorists, pedestrians and cyclists throughout each project.

- Where the potential for land use conflict exists, all exterior lighting should be shielded and confined to the site boundaries. No direct rays or glare should shine onto adjacent properties.

- To reinforce identity and unity, all exterior lighting should be generally consistent throughout in height, spacing, color and type of fixture.

11) Signs

- Signs shall be compatible with the architectural theme of the structure and conform to Section 17.94 of the Lake Elsinore Municipal Code.

2. SPECIAL PURPOSE DESIGN GUIDELINES

a. Community Gateways

Entryways to the City of Lake Elsinore are one of the most important factors in the community design strategy. These major entries provide a first impression of the community's identity to visitors. The entries to the city should be enhanced and strengthened. At present, entries to the city are poorly defined.

Most of Lake Elsinore's visitors enter the city on Highway 74 at the Grand Avenue entrance, as well as the I-15

corridor and Railroad Canyon Road entrance. Other entry points to the city include Main Street at the I-15 freeway, Bundy Canyon Road at the I-15 freeway, and Mission Trail. All these streets are public right-of-ways. Entry treatment may include improvement on private property adjacent to intersections as well as infrastructure improvements.

1) Design

- Entries to Lake Elsinore should be designed as special accent points which announce community entry and establish a unique theme.

- The character and concept of entry ground signs should provide an initial impression and image of the community. The scale, form and materials of signing used in the entry areas should be unique while creating some form of continuity throughout the community.

- Monumentation, special paving features, flowering accents, specimen trees and shrubs should be used to generate interest.

- A hierarchy of streets should be defined based on function and level of service. The scale of streetscape design should be provided based on this hierarchy.

b. Hillside Development

The purpose of incorporating hillside development guidelines is to encourage the preservation and maintenance of the natural character of the hillsides and of significant resources such as sensitive vegetation and wildlife, geological features, natural drainage canyons and steep slopes.

The city's current zoning code contains a hillside development ordinance which pertains to an overlay district area designation on the zoning map. The overlay district area primarily encompasses the Country Club

Heights development area. But other hillside areas exist within the planning area. Thus, a hillside development ordinance should be established to address all hillside areas within the planning area.

The hillside development ordinance will be implemented through the discretionary process. Approval of a tentative tract map or a site plan review in accordance with applicable laws and ordinances will constitute formal compliance with the requirements of these guidelines. The city will further implement these guidelines through the incorporation of a hillside development ordinance to Title 17 of the city's municipal code. This ordinance will provide for materials to be submitted and procedures to be followed.

1) Design Layout/Siting

- Hillside development should be designed to blend proposed structures with the natural environment. The scale, form and surface texture of architecture should complement the character of the hillside and when possible, the design of structures should incorporate the sloped terrain into the design of the structure.

- The design of sites should minimize required setbacks and evaluate the potential to reduce street width to minimize grading. Because hillside conditions are so varied, flexibility should be afforded to the developer through the site plan review process in siting structures within a hillside development in order to achieve the most sensitive design.

- In large developments, either large lot, low density development or high density, clustering is encouraged.

- Development should provide for the natural preservation of ridgelines. Development should not project above the ridge silhouette as defined by the hillside

development ordinance. Development should further provide for the preservation of sensitive biological resources, geologic features, natural drainageways, rock outcrops and other natural amenities as determined appropriate by the city through the hillside development ordinance.

- Uniform stair-stepping of building pads is discouraged.

- Clustered development is encouraged to preserve slopes at 25 percent grade or higher.

2) Architecture

- Colors of structures should blend within the natural colors of the hillsides. However, a harmonious combination of color and material should be used. Surface textures should be rough to blend with the coarseness of the natural vegetation.

- Roof colors should be darker tones. Bright colors should be avoided.

- Fence and wall design should be coordinated with the design of structures within the development and should be consistent throughout each project.

3) Circulation

- Roads should be designed to reflect natural grades where feasible. Long stretches of straight roads should be avoided.

- The reduction of grading should be evaluated in designing the alignment and widths of roadways. Split roadway sections may be appropriate.

- Disruption of environmentally sensitive sites for roadway crossings should be minimized.

4) Parking

- Flexibility in the provision of parking will be allowed since the reduction of street parking may reduce road width in critical grading issue areas. Collective offstreet parking areas may be more appropriate or parallel parking on only one side of the street.

5) Open Space and Views

- Panoramic views from hillside development and hillside roads should be encouraged. Trees within the proposed landscape design for development should be positioned to allow selective views while partially screening buildings.

- Scenic pocket views of hillside development should be created from lower elevations of the community. These views should be visually pleasing.

- Sensitive slope areas, landslide areas or areas of biological and aesthetic sensitivity should be maintained as natural open space.

6) Structure Placements/Slope Maintenance

- Placement of structures should respond in general to the natural topography. Structures should be placed on a site to provide a variety of roof pitches to avoid monotonous application.

- Establishment of a homeowners association to be responsible for the maintenance of slope areas which are utilized as permanent open space or public view areas.

7) Grading

- Rounded and smooth transition forms should be encouraged. When slopes cannot be rounded during slope reconstruction, vegetation should be utilized to reduce the potential sharp or angular appearance of the restored slope.

- Manufactured slopes should be varied to avoid flat-planed surfaces.

8) Landscape

- Manufactured slopes should be landscaped by the developer prior to completion of the project. Plant materials to be utilized in slope planting should be drought-tolerant or native plant species as defined by the hillside development ordinance. These materials should be in compliance with the city's adopted landscape design guidelines. Plant material should be placed in broad informal masses to reduce the impact of grading.

- Landscaping should be located in a manner which allows for views from houses within the development while softening the appearance of grading, roads and structures from the community's view.

c. <u>The I-15 View Corridor</u>

The views from the I-15 corridor as motorists pass through Lake Elsinore present a significant opportunity to project the positive image of quality development. The relatively undeveloped I-15 corridor allows for the implementation of design guidelines to ensure that future public and private improvements are sensitive to public views. The freeway interchanges are gateways to the community that should attract and welcome visitors.

1) Architecture

- The architecture of development visible from the I-15 freeway should be visually pleasing. Building design should incorporate features which create changing shadow lines and colors of buildings should be reviewed by the city to ensure that visually obtrusive color schemes are not implemented. If the back of non-residential buildings face the freeway, the color, texture and architectural treatment should be consistent with the front of the building.

2) Parking

- Parking lots should be discouraged adjacent to the I-15 freeway.

- Parking lots which may be visible from the I-15 freeway should be screened from view.

3) Views

- Provide for the preservation of significant views to the lake and the mountains surrounding Lake Elsinore.

- Unattractive uses within close proximity to I-15 (200 feet or less), including outdoor storage areas, should be screened.

- Development which is visible from the freeway (70-200 feet) should screen all roof-mounted equipment.

4) Noise Attenuation

- Placement of noise sensitive land uses adjacent to the freeway should be avoided or otherwise properly mitigated.

- Structures adjacent to the freeway should be oriented away from the freeway to decrease noise impacts. Structures adjacent

to the freeway should utilize landscaping between the structure as noise attenuation.

- Noise attenuation walls should be constructed only when appropriate. Wall designs should incorporate visually aesthetic designs which may include sandblasting and bush hammering. Edge and berm landscape areas adjacent to walls should be provided.

5) Landscape

- A natural landscape theme should be utilized within the I-15 corridor that will be sympathetic to the surrounding environment while providing Lake Elsinore with a unique image.

- The landscape plan should capitalize on off-ramp descents.

- Indigenous plant materials should be used to reduce water consumption requirements.

- Rhythms in landscape design should accentuate change of direction in the roadways.

- In constructing additions to the freeway, cut and fill slopes will require short- and long-term planting application.

6) Signs

- Billboards should be prohibited along the I-15 corridor. Any other monumentation or sign proposed should be reviewed through the site plan review process and legislative body review.

d. Historic Elsinore Downtown

As mentioned previously, Lake Elsinore's central business area was constructed in the 1920s and 1930s.

Several commercial buildings were constructed with unreinforced masonry and contain classic design details on the facades. Alteration to the traditional and historic design to general structures has occurred while other structures have deteriorated.

In 1980, flooding from the Temsecal outflow caused millions of dollars in damage to businesses and adjacent residences. A redevelopment project area which includes this area was established in 1980 to improve and upgrade areas which suffered flood damage. As an implementation tool to foster redevelopment of the downtown area, the city adopted design guidelines in October 1989. The following guidelines should be used in conjunction with the guidelines established by the city in 1989.

1) Design Layout/Siting

- Buildings should be located as close to the street as possible and up to the front property line, to enhance the existing spatial quality.

- Residential uses along adjacent streets should be in compliance with the zoning regulations of the community.

- On corner lots, buildings should be sited to the front corner of the lot with continuous elevations on the full length of the primary street and major portion of the secondary street.

- On double frontage lots, the building should be sited toward the primary street(s).

2) Architecture

- All new construction and remodels within the central business district should be within the traditional and historic architectural style. Wood facade corners and other materials which do not reflect the original character should be removed.

Natural brick should be the primary material used.

- To enhance the traditional theme, buildings should be oriented to the dominant street by orienting door and window openings to that street.

- Demolition or alteration of historically significant structures should be discouraged.

- Buildings on a given street should demonstrate compatibility in materials and consistency in style throughout all elevations.

- Warm earth tones should be used which will create the visual character of the building's original traditional theme. The number of exterior colors should be limited to two or three colors.

- The type and color of structures and roofing materials is subject to review and approval by the city.

- Use of traditional windows such as dormer windows, wood framed windows, double hung windows, vertical proportion and lintels should be encouraged.

- Building height variations within the development are encouraged.

- The use of canvas awnings over doors and windows is encouraged where appropriate. Such awnings should be of earth tone or pastel color, sloping, and an open ended variety. Minimum clearance from the ground levels should be encouraged. Modifications to the guidelines will be considered if alterations are found to be traditionally appropriate to the architecture of the building. The use of the awning va-

lance for signing is encouraged. Metal canopies should be avoided.

- Brick is encouraged as the primary exterior material. Painted brick, metal siding, plastic panels and plain concrete block should be discouraged.

- Attention to architectural detail is to be emphasized. Lighting fixtures, gates, exterior window treatments, materials, color and incorporation of landscape areas should be considered relative and significant to traditional authenticity and detail.

- Windows should be sized to the actual span of window elements found in the traditional architecture of a given structure.

- Roof or mechanical equipment should not be visible from ground or second-story levels. Such equipment should be screened in a method consistent and integral with the overall architectural appearance of the structure.

- Pedestrian accessibility to parking areas to the rear of commercial/office uses should be encouraged through signage, lighting and breaks in the street wall.

3) Circulation

- Vehicular access points (roadways) should remain limited to minimize the disruption on traffic flow.

- The entries to the downtown area should be upgraded to strengthen the visual identity. These entry points are Main Street at the I-15 freeway, Main Street at Graham, and Lakeshore Drive at Main Street.

- Development is encouraged to provide internal pedestrian space and/or walkways

and openings facing the street. Protected pedestrian paths should be provided between the adjacent residential areas and the downtown area to provide linkages. Safe, clear pedestrian circulation should be provided between buildings, parking areas, and entries to structures.

- A well-defined and inviting pedestrian link should be established between the downtown area and the lake.

- Placement of street furniture such as drinking fountains and benches should be encouraged along Main Street. Street furniture should be sited within the streetscape in such a way that projects a positive image and encourages social interaction. Street furniture should not impede pedestrian traffic.

- Trash containers should be incorporated into the streetscape design at periodic intervals.

4) Parking

- The majority of parking should not be located or oriented to the rear of buildings as opposed to parallel or perpendicular on-street parking.

- Parking should be encouraged to be beneath buildings. Any parking beneath buildings or the parking structures must be screened by the structure or by landscaping.

5) Open Space

- The area to the south of the lake edge, to the west of the floodway channel and to the east of Lake Point Park, should be enchanced as an open space feature.

6) Landscape

- Trees should be incorporated into the streetscape to soften the architecture and enhance visual interest.

- Provide a unifying landscape design within the downtown area using specific species throughout the area boundaries which is in compliance with the city's adopted landscape guidelines.

- Parking areas should be landscaped to provide a shade canopy and pleasant appearance.

- Wherever parking is provided and viewed from a street, it should be screened from view with a wall or dense landscaping.

- Small courtyard spaces are encouraged within the interior of retail shop complexes.

7) Lighting

- Traditional style lighting fixtures should be encouraged.

- Exterior lighting fixtures should be compatible in scale and style with the structure on which they are located. These features should be integrated with the style of the structure. All exterior lighting should be incandescent.

- Lighting should be directed away from adjacent light-sensitive uses.

8) Signs

- Thematic signage which represents the historical era should be utilized for both store front signage and directional signs (such as street name signs and visitor information signs).

- Signing should be of modest size and should be compatible with the architecture of the structure.

- The content of building facade signs should be limited to name and type of business.

- Pedestrian-oriented signs are a significant design and marketing element within the central business district. Secondary pedestrian oriented signs should be incorporated into the exterior design. These signs should be placed at eye level. Portable pedestrian oriented signs may be utilized for promotional information, but should not be placed to create a pedestrian hazard.

- Sign colors and materials should be compatible with the overall color scheme and architectural theme of the structure.

- Billboards should be prohibited in the Historic Elsinore Downtown area.

Circulation Element

VIII. CIRCULATION ELEMENT
(*Amended March 14, 1995*)

A. INTRODUCTION

1. OVERVIEW

The City of Lake Elsinore, located in the westerly sector of Riverside County, is served by an existing network of roadways. Situated approximately 22 miles southeast of the City of Corona, access to Lake Elsinore is possible through two highway corridors: the I-15 Freeway and State Route 74. These corridors generally traverse the city in a north/south (I-15 Freeway) and east/west (State Route 74) orientation. State Route 74 provides an important link from the western coastal area and the I-5 Freeway, and from the City of Perris and I-215 Freeway to the east. The high capacity freeway, I-15, attracts the majority of through traffic and commuter type traffic and is the primary access to the city.

The general roadway network affords connections to neighboring communities to the east such as Canyon Lake, Sun City, Perris and Hemet. To the north are the communities of Corona and Norco, and to the south are Wildomar, Murrieta, Temecula and Escondido.

Lake Elsinore is likely to experience an increase in traffic demand due to growth within and around the city and along the I-15 Freeway corridor. This growth will result from increased commercial activity and significant residential development due to favorable land costs. This increase in traffic demand will require continued development of the circulation system to alleviate future traffic problems.

The City of Lake Elsinore Circulation Element is intended to provide a balanced circulation system that supports the travel demands of the land uses established on the Land Use Plan while at the same time maintaining an acceptable quality of life for the residents. The intent is to be responsive to the objectives of the city in planning for its future growth while at the same time mitigating existing problems or concerns. The Circulation Element, moreover, states general policy which

will serve to guide the development of future, more detailed circulation system implementation programs. An update of the Lake Elsinore Traffic Model was completed as the basis for the plans and programs outlined in the Circulation Element.

2. PURPOSE

Since the Circulation Element was first required by state law in 1955, transportation technology and needs in California have changed greatly, with the emphasis today on the development of a balanced, multi-modal transportation system. According to state law, the policies and plan proposals of the Circulation Element should:

- Coordinate the transportation and circulation system with planned land uses;
- Promote the efficient transport of goods and the safe and effective movement of all segments of the population;
- Make efficient use of existing transportation facilities; and
- Protect environmental quality and promote the wise and equitable use of economic and natural resources.

The Circulation Element should cover the following to the extent that they pertain to the community:

- Streets and highways;
- Parking provisions;
- Transit and paratransit;
- Railroads;
- Air transportation; and
- Bicycle and pedestrian facilities.

The policies and plan proposals of the Circulation Element should be coordinated closely with those of the Land Use, Housing, Noise and Community Design Elements.

3. AUTHORIZATION

Government Code Section 65302(b) states the following as the mandatory requirement for General Plan Circulation Elements:

> "A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the Land Use Element of the plan."

B. EXISTING CONDITIONS AND ISSUES

1. EXISTING FACILITIES

There are two principal highway corridors which traverse the city and serve significant levels of through traffic while providing regional access to Lake Elsinore.

- I-15 Freeway (I-15) - traverses in a generally north/south direction along the east side of the lake and central city. To the north, I-15 connects with the Riverside Freeway (State Route 91), the Pomona Freeway (State Route 60), and the San Bernardino Freeway (Interstate 10) and is the link to greater Los Angeles and the Inland Empire. To the south, I-15 connects with the Escondido Freeway (Interstate 215) and is the link to San Diego County.

- State Route 74 (SR-74) - traverses in a generally east/west direction along the north side of the lake and central city. To the west, SR-74 (known as Ortega Highway through the mountainous Cleveland National Forest) connects with the San Diego Freeway (Interstate 5) and is the link to the coast and Orange County. To the east, SR-74 connects with the Escondido Freeway (Interstate 215) and is the link to Perris and Hemet.

Most of the arterial roadways in the City of Lake Elsinore have not been constructed to ultimate cross-section widths based upon existing city and County highway classifications. As noted in the Circulation Element Amendment Traffic Study Report prepared by Wilbur Smith Associates (March 1994), many of these roadways are currently experiencing high daily volume-to-capacity ratios. Roadways that experience volume-to-capacity ratios above 0.9 should be evaluated for widening. Volume-to-capacity ratios for some of the principal roadways serving Lake Elsinore are summarized below.

- Lake Street - southerly from the I-15 Freeway, currently exhibits a V/C ratio of approximately 0.72. This two-lane undivided roadway is a major access to northern areas of the city from the freeway.

- Lakeshore Drive - along its entire length, currently exhibits V/C ratios ranging from .83 to 1.00. This two-lane undivided roadway is a major north/south route along the east side of the lake. Portions of Lakeshore Drive west of Riverside Drive are being widened adjacent to new developments it occurs.

- Riverside Drive - from Collier Avenue to Grand Avenue, currently exhibits V/C ratios ranging from 0.74 to 1.00. This predominantly two-lane undivided roadway makes up a segment of State Route 74 along the west end of the lake. A large portion of the traffic served by this segment of Riverside Drive is interregional traffic travelling between Ortega Highway and the I-15 corridor or points north along the State Route 74 corridor. The portion of Riverside Drive between Grand Avenue and Lakeshore Drive is serving traffic volumes which are higher than the capacity typically assumed for a two-lane roadway.

- Central Avenue (State Route 74) - northerly from Collier Avenue, currently exhibits V/C ratios

from 0.88 to .90. This two-lane undivided roadway is a major interregional route between the City of Lake Elsinore and the City of Perris, and significant residential development is planned or is underway along this corridor.

- Railroad Canyon Road - northeasterly from the I-15 Freeway, currently exhibits V/C ratios between 0.87 and 1.00. Newport Road, which is the eastern extension of Railroad Canyon Road passing south of Canyon Lake, currently exhibits a V/C ratio of 0.96. Railroad Canyon Road is a major link between the I-15 Freeway and the I-215 Freeway east of the City of Lake Elsinore. Significant residential development is also in progress along both sides of this roadway.

- Mission Trail - from Railroad Canyon Road to Walnut Street currently exhibits V/C ratios between 0.57 and 1.00. This two-lane undivided roadway is an important route southerly from the commercial area adjacent to the Railroad Canyon Road and I-15 Freeway interchange.

- Grand Avenue - between Corydon Street and Riverside Drive is currently exhibiting V/C ratios from 0.67 to 1.00. This east/west route is the only through roadway around the west side of the lake and provides an important connection to Ortega Highway from the area south of the lake. A short segment of Grand Avenue, between Ortega Highway and Riverside Drive, is designated as State Route 74 and serves significant volumes of interregional through traffic in addition to local traffic.

2. ISSUES AND OPPORTUNITIES

The circulation system of every city affects not only the movement of people and goods, but also the physical, social, and economic environment of the city. Economic activities require the circulation of people and goods, and thus the

viability of the community's economy can be directly impacted by the adequacy of the circulation element.

A major area of development within the city is associated with management plans for the lake. The plans call for stabilization of the lake levels and the reclamation of a major land area at the east end of the lake. The recently approved East Lake Specific Plan development within the reclaimed area includes a proposed regional mall and a variety of residential, office, commercial, and recreational uses including a regional park, golf course, and stadium (Lake Elsinore Diamond).

While this Specific Plan offers significant future benefits to the city, it will require major roadway improvements at the east end of the lake and at the access locations to the freeway. In particular, the I-15 Freeway interchange at Railroad Canyon Road will require a partial redesign to accommodate the volumes anticipated at this location due to the retail commercial activity and planned residential development in this area. Additionally, I-15 Freeway access will also need to be actively pursued at locations such as the existing Olive Street undercrossing, Riverside Drive, State Route 74 (Central Street), Nichols Road, and Lake Street. Studies are currently underway to identify additional freeway access needs including existing interchange modifications, new interchanges, and new arterial street crossings of the freeway.

Another future trend is the large amount of residential development which is planned or projected in the northern and eastern portions of the city. One such portion is the general area to the east of the I-15 Freeway from the north to the south boundary of the city. This area of development will require major new roadway development, especially in the area between Nichols Road and Railroad Canyon Road. Residential development in the north portion of the city will also require new roadways to provide access to the commercial areas of the city and the freeway. The extension of Grand Avenue and Nichols Road in this area will be prominent enhancements to the circulation system.

Another particular opportunity is the development of retail commercial with freeway view exposure. A significant amount of land area with this development potential exists along the I-15 Freeway corridor between Nichols Road and Main Street. This type of development will result in additional traffic burdens, especially on the freeway interchanges at Nichols Road and State Route 74 (Central Street). Early studies should be undertaken for this type of development to determine what roadway facilities are required, while sufficient right-of-way is available to mitigate the impacts. These studies should include provisions for additional (partial) freeway access at Riverside Drive to facilitate access to properties adjacent to the I-15 Freeway as well as State Route 74 West (Riverside Drive/Ortega Highway).

Many of the improvements included in the Circulation Element will have city-wide and/or regional benefits and may need to be constructed prior to the development of the contiguous property. The city should develop alternate funding mechanisms to pay for the construction of circulation improvements included in the Circulation Element. Potential alternatives include implementation of a City Bridge & Major Thoroughfare Improvement Fee Program on new developments as well as consideration of Benefit Assessment or Mello-Roos Districts to assess all benefitting property owners for infrastructure improvements.

In addition to the issues discussed above, other specific city transportation planning considerations have been documented in the general plan. These include:

- Vehicular and pedestrian access to the downtown area;
- Downtown area and lake recreational parking requirements;
- Traffic signal prioritization;
- Transportation Demand Management for new developments;

- Public transit facilities including park-and-ride locations;
- Affordability and prioritization of circulation system improvements; and
- Critical intersections where traffic demand will require additional widening or special design.

Key questions which should be addressed are as follows:

- Proper staging of land use development can avoid over-taxing the road system capability locally, but regional development also affects traffic levels in the study area. How can the city plan for a vehicular circulation system which accommodates both projected local and regional land use and circulation needs?
- Vehicular circulation systems can have substantial environmental impacts on adjoining land uses. How can the city mitigate these negative environmental impacts?
- Transportation Demand Management (TDM) is a viable option for reducing the need for additional circulation system capacity. How can the city increase the use and effectiveness of Transportation Demand Management measures?

3. TRANSPORTATION RELATED PLANS AND PROGRAMS

While the City of Lake Elsinore Circulation Element defines the planned roadway network within the city's jurisdiction, Riverside County's General Plan Circulation Element continues to influence roadway improvement plans outside the city. The following plans and programs are relevant to the City of Lake Elsinore General Plan Circulation Element.

a. Riverside County Congestion Management Program

The Riverside County Congestion Management Program (CMP) was adopted in September, 1991 in response to the passing of Proposition 111 (June 1990). The Riverside County Transportation Commission (RCTC) has been designated by Riverside County as the Congestion Management Agency (CMA) responsible for preparation and implementation of the Congestion Management Program.

Proposition 111 legislation established a number of new requirements governing the statewide process for planning and funding transportation improvements. Various mechanisms are provided through the legislation, for the maintenance and improvement of local roads and highways as well as the funding of mass transit (e.g. bus and rail transportation systems) and programs which relieve traffic congestion. The Congestion Management Program is a component of Proposition 111 which promotes measures aimed at managing growth including programs which most effectively utilize new transportation-related funds, relieve traffic congestion, and improve air quality.

The Riverside County Transportation Commission has defined the CMP roadway system in Lake Elsinore to be SR 74 and I-15. Traffic operating conditions on the CMP roadway network will serve as a basis for testing and monitoring how well the Congestion Management Program is performing.

All local jurisdictions will be responsible for determining the impacts of local development/land use decisions on the CMP roadway system. This assessment must include the resultant impacts on CMP system Level of Service (LOS E is standard) as well as cost estimates to mitigate any identified impacts. Only jurisdictions which have adopted a

Transportation Uniform Mitigation Fee (TUMF) would be exempt from the Development Impact Study requirements. All jurisdictions within Riverside County are required to adopt and implement a Transportation Demand Management (TDM) Ordinance and develop a deficiency plan when Level of Service on the CMP system falls below "E." Adoption and conformance to transit performance standards will also be a requirement of the Congestion Management Program.

Under the Congestion Management Program conformance and monitoring process Southern California Association of Governments (SCAG) must find the program consistent with the Regional Mobility Plan (RMP) and Air Quality Management Plan (AQMP). Local jurisdictions which conform with the Congestion Management requirements would be eligible for new transportation-related funds generated through Proposition 111 gas tax increases.

b. SCAG 1989 Air Quality Management Plan and Regional Mobility Plan

The goal of Southern California Association of Governments (SCAG) 1989 Air Quality Management Plan (AQMP) is to set forth a 20-year action program for meeting improved National Air Quality Standards in the South Coast Air Basin by the year 2007.

In order for any transportation project to become part of the short-range Regional Transportation Improvement Program (RTIP) it is required, by the AQMP, to perform special air quality analysis procedures. Unless it can be demonstrated that the transportation project will contribute towards meeting the region's air quality goals then it will not be included in the short range element of the

RTIP and Federal and State funding will not be available for the project.

The primary goal of the Regional Mobility Plan (RMP) is to improve transportation mobility levels. The RMP is part of an overall regional planning process and is linked directly to SCAG's Growth Management Plan, the Housing Allocation Process, and the South Coast Air Quality Management District's Air Quality Management Plan. The RMP consists of four separate elements:

- growth management;
- transportation demand management;
- transportation system management; and
- facilities development.

The intent of the RMP is to give priority to all transit (bus and rail) and ride sharing (HOV) projects over mixed flow highway capacity expansion projects. Transit and ridesharing facilities are exempt from conformity review. Some other projects exempt from conformity assessment include:

- modification to ramp/interchanges;
- ramp metering projects;
- signals and/or intersection improvements; and
- primary and Interstate system safety projects.

The active participation of local governments in transportation conformity is important to ensure that their is consistency between local general plans and the conformity criteria described in the Regional Air Quality Management Plan (AQMP). All local jurisdictions are required to submit their new or updated general plans to SCAG for a conformity review with the AQMP. A general plan should include a program to implement, at

the local/regional level, the transportation, land use, and energy conservation control measures contained in the AQMP. Once a local jurisdiction has established its general plan to be consistent with the AQMP, further conformity reviews would be limited to annual cumulative impact review performance. If the local jurisdiction general plan is determined to be non-conforming, then the general plan would need to either be modified to bring it into conformance or the local jurisdiction would be required to submit environmental studies for all regionally significant general development projects to SCAG for review.

c. Caltrans District 8 Regional Transportation Strategies Plan

This Caltrans District 8 document updated in October 1991 is a key component of the District's long-range comprehensive transportation planning effort. The primary objective of the Regional Transportation Strategies Plan (RTSP) is to provide information concerning future trends and expected community impacts and to develop a coordinated program to alleviate traffic congestion. Furthermore, this plan provides local jurisdictions and regional agencies with helpful information concerning the traffic congestion phenomenon and strategies which can be implemented to address congestion impacts. In essence, this plan stresses the need to implement strategies that complement one another. The recommended strategies generally consist of four major groupings:

- Capacity expansion (widening, new facilities);
- Transportation System Management (low-cost actions to maximize capacity);
- Demand Management (reducing or

changing the nature of traffic demand on the transportation system); and

- Transit Development (bus and rail).

- Measure A, Transportation Improvement Program

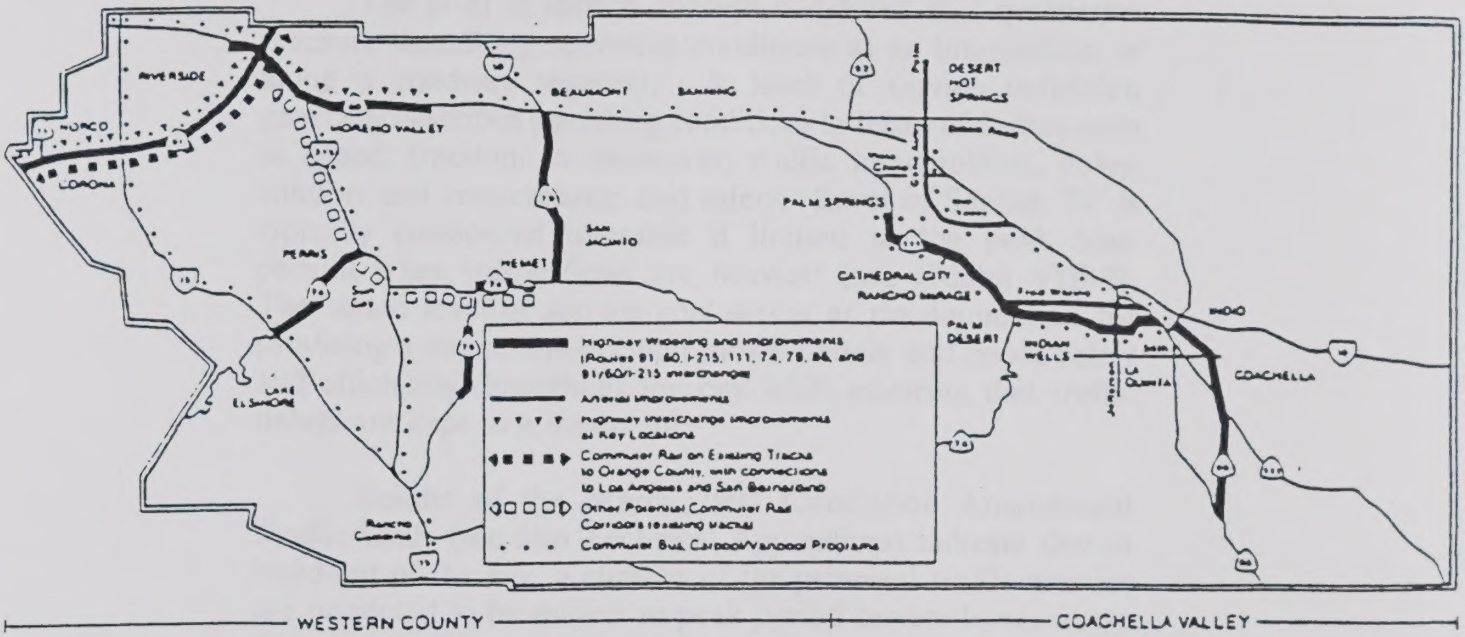
  This Riverside County legislation, which was approved in November 1988, established a one-half of one percent sales tax for a period of twenty years to fund transportation improvement projects. The Riverside County Transportation Commission (RCTC) is responsible for administering the program. Generally, the Measure A Program provides funds (approximately $870 million over 20 years) to improve state highways, regional arterials, local streets, commuter rail, or specialized transit projects. Ongoing improvement/access needs studies of State Route 74 located within the City of Lake Elsinore are being funded by this program. Measure A revenues continue to be a potential source for local transportation improvements (see Exhibit VIII-1).

C. THE CIRCULATION PLAN

1. RESPONSE TO ISSUES

The most important circulation issue is the correlation of the Land Use Element building intensities with Circulation Element capacity. It is the intent of the general plan to maintain a balance between the general plan land use intensities and its associated traffic demands with the ultimate system capacity of the General Plan Circulation Element. Tests of this balance shall be conducted at the major stages of the development review process.

It is a goal of the general plan that specific standards for traffic operation/roadway level of service be maintained at build-out of the Land Use and Circulation Elements. If the



RIVERSIDE COUNTY
TRANSPORTATION IMPROVEMENT PROGRAM
LAKE ELSINORE CIRCULATION ELEMENT

EXHIBIT VIII - 1

level of service standards cannot be maintained, development intensities should be re-assessed, mitigation measures (including Travel Demand Management actions) should be provided, or other city objectives must be identified as overriding.

The level of service concept is defined as a qualitative measure describing operating conditions at an intersection or along a roadway segment. A level of service definition generally describes operating conditions in terms of factors such as speed, freedom to maneuver, traffic interruptions, delay, comfort and convenience, and safety. Level of Service "D" is typically considered tolerable if limited to the peak hour periods when traffic flows are heaviest (see Exhibit VIII-2). The stated level of service goal serves as the foundation for providing a street network that moves people and goods safely and efficiently throughout the city while ensuring that traffic delays are kept to a minimum.

Results of the March 1994 Circulation Amendment Traffic Study (see also Technical Appendices) indicate that at build-out of the city, a number of the principal traffic arteries are projected to be subject to peak period service levels worse than Level of Service D. While this condition is a deviation from the Level of Service policy stated below, it is important to note that various mitigation programs and policies have been recommended which together could be effective in maintaining the Level of Service policy well into the future with development approaching build-out of the city and sphere of influence.

To finance implementation of the Circulation Element, the city should use various mechanisms, including developer fees and exactions, assessment districts, systems development charge, State and Federal funding, and the construction of circulation improvements as a condition of approval for new development.

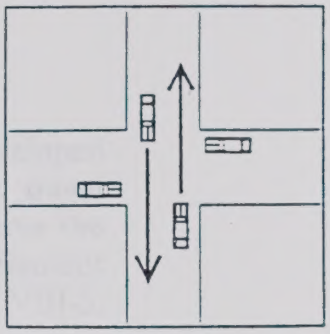
The combination of a) traffic operation/roadway level of service standards, b) successive levels of development review, c) requirements for phasing development with circulation improvements, and d) mechanisms to finance implementation of circulation improvements represent the correlation of the

The **OPERATIONS LEVEL METHODOLOGY**, which is described in the Transportation Research Board's Highway Capacity Manual, defines Level of Service (LOS) for signalized intersections in terms of delay. Technically, delay is the amount of time an average vehicle must wait at an intersection before being able to pass through the intersection. For signalized intersections, the relationship between LOS and delay is based on the average stopped delay per vehicle for a fifteen minute period.

LEVEL OF SERVICE 'A' - Delay 0.0 to 5.0 seconds

Describes operations with very low delay, i.e., less than 5 seconds per vehicle. This occurs when signal progression is extremely favorable. Most vehicles arrive during the green phase and are not required to stop at all.

Corresponding V/C ratios usually range from 0.00 to 0.60.



LOS 'A'

LEVEL OF SERVICE 'B' - Delay 5.1 to 15.0 seconds

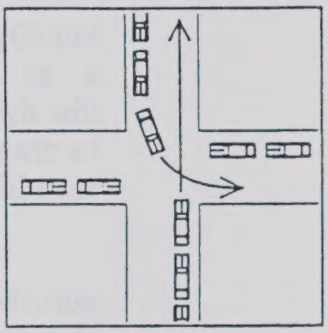
Describes operations with delay in the range of 5 to 15 seconds per vehicle generally characterized by good signal progression and/or short cycle lengths. More vehicles are required to stop than for LOS 'A' causing higher levels of average delay.

Corresponding V/C ratios usually range from 0.61 to 0.70.

LEVEL OF SERVICE 'C' - Delay 15.1 to 25.0 seconds

Describes operations with delay in the range of 15 to 25 seconds per vehicle. Occasionally, vehicles may be required to wait more than one red signal phase. The number of vehicles stopping at this level is significant although many still pass through the intersection without stopping.

Corresponding V/C ratios usually range from 0.71 to 0.80.

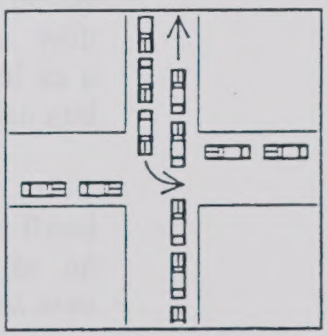


LOS 'C'

LEVEL OF SERVICE 'D' - Delay 25.1 to 40.0 seconds

Describes operations with delay in the range of 25 of 40 seconds per vehicle. At LOS 'D', the influence of congestion becomes more noticeable. Many vehicles stop, and the proportion of vehicles not stopping declines. The number of vehicles failing to clear the signal during the first green phase is noticeable.

Corresponding V/C ratios usually range from 0.81 to 0.90.



LOS 'D'

LEVEL OF SERVICE 'E' - Delay 40.1 to 60.0 seconds

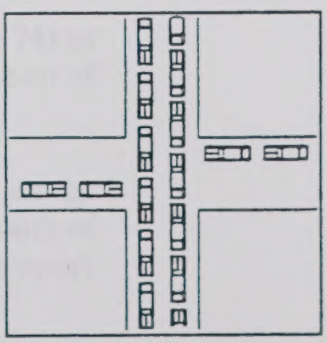
Describes operations with delay in the range of 40 to 60 seconds per vehicle. These high delay values generally indicate poor signal progression, long cycle lengths and high V/C ratios. Vehicles frequently fail to clear the intersection during the first green phase.

Corresponding V/C ratios usually range from 0.91 to 1.00.

LEVEL OF SERVICE 'F' - Delay 60.1 seconds plus

Describes operations with delay in excess of 60 seconds per vehicle. This condition often occurs with oversaturation, i.e., when arrival flow rates exceed the capacity of the intersection.

Corresponding V/C ratios of over 1.00 are usually associated.



LOS 'F'

SOURCE: Transportation Research Board, "Operations Level Methodology-Signalized Intersections", Highway Capacity Manual, Special Report 209, 1985.

LOS-HCS-1/21/92CRL

WSA

LEVEL OF SERVICE DIAGRAM

EXHIBIT VIII - 2

Land Use and Circulation Element.

2. SIGNIFICANT PLAN FEATURES

The roadway plan for Lake Elsinore has been developed to provide adequate capacity to accommodate the travel demands of the Land Use Element as well as to preserve the quality of life in Lake Elsinore. The Circulation Element Roadway Classification Map is presented as Exhibit VIII-3. The major plan features include the following:

- Designation of the Lake Street/Grand Avenue/Washington Avenue corridor as a predominately Urban Arterial facility which will serve the portions of the City west and south of the lake as well portions of the western Wildomar area.

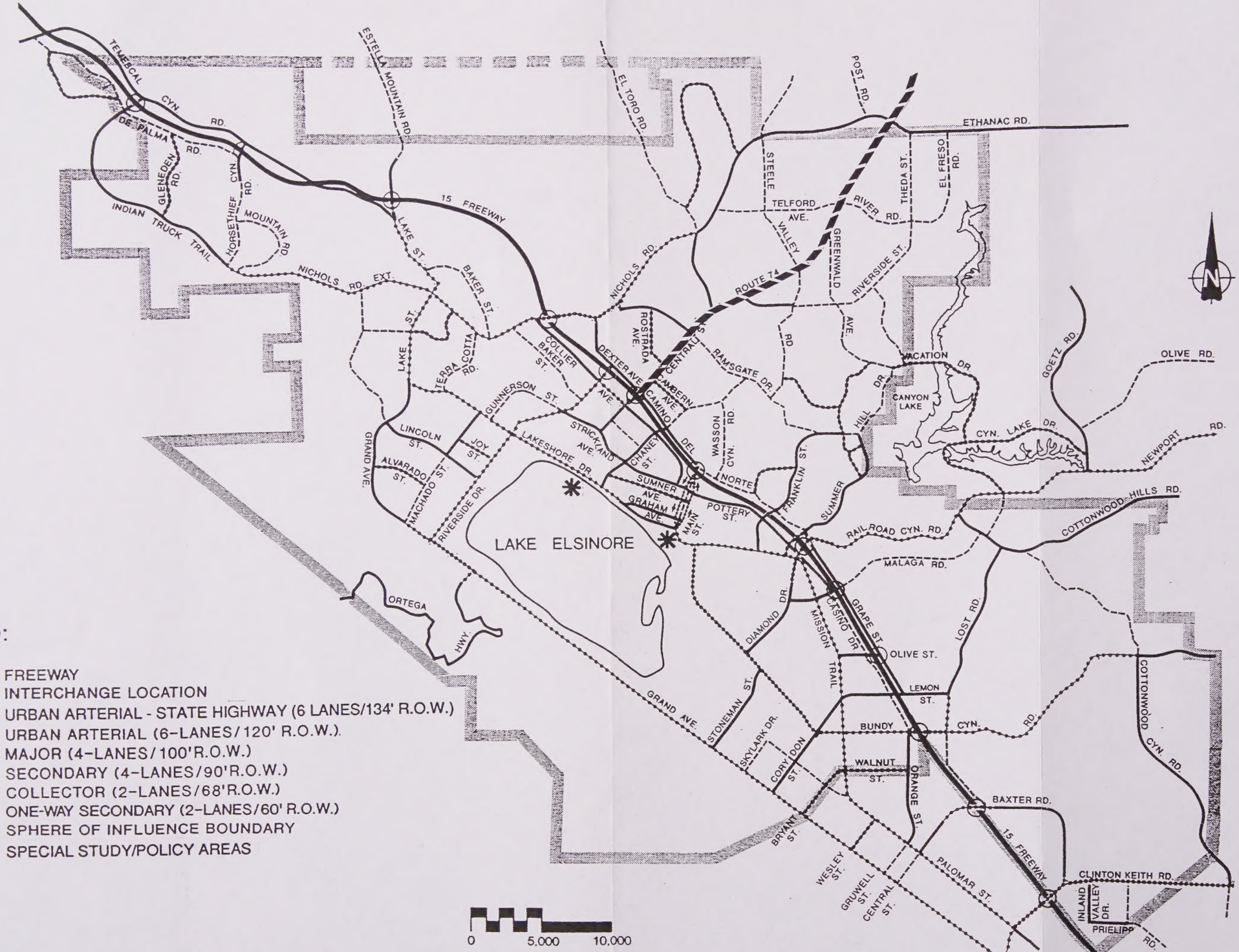
- Designation of the Lakeshore Drive/Mission Trail/Palomar Street corridor as a predominately Urban Arterial route south of the I-15 Freeway corridor and north and east of the lake, with Lakeshore Drive along the lake identified as a special study/policy area for roadway design and construction.

- Designation of the Nichols Road/Nichols Road Extension/Indian Truck Trail corridor as an Urban Arterial facility serving the northwest area of the City's Sphere of Influence.

- Designation of Central Street (State Route 74) as an Urban Arterial - State Highway facility east of the I-15 Freeway.

- Designation of Railroad Canyon Road as an Urban Arterial from a point immediately south of Mission Trail through its extension as Newport Road.

- Designation of Riverside Drive as an Urban



LEGEND:

- FREEWAY
- INTERCHANGE LOCATION
- URBAN ARTERIAL - STATE HIGHWAY (6 LANES/134' R.O.W.)
- URBAN ARTERIAL (6-LANES/120' R.O.W.)
- MAJOR (4-LANES/100'R.O.W.)
- SECONDARY (4-LANES/90'R.O.W.)
- COLLECTOR (2-LANES/68'R.O.W.)
- ONE-WAY SECONDARY (2-LANES/60' R.O.W.)
- SPHERE OF INFLUENCE BOUNDARY
- SPECIAL STUDY/POLICY AREAS

WSA
WILBUR SMITH ASSOCIATES

ROADWAY CLASSIFICATION MAP

CITY OF LAKE ELSINORE CIRCULATION ELEMENT

EXHIBIT VIII - 3

Arterial facility west of I-15 to Grand Avenue.

- Designation of Camino Del Norte as a Major-level frontage road west of Main Street and as a secondary east of Main Street.

- Designation of Grape Street as a Major-level frontage road.

- Designation of Strickland Avenue/Pottery Street/Casino Drive as a Major-level corridor north of Malaga Road and a Secondary-level extension of Casino Drive south of Malaga Road.

- Designation of Bundy Canyon Road as an Urban Arterial facility between Lakeshore Drive and Cottonwood Canyon Road.

- Extension of Nichols Road, as a Major, northeast of El Toro Road to connect with Ethanac Road.

- Development of one-way streets (Spring Street and Ellis Street) running parallel to Main Street in the downtown area.

- Identification of new freeway interchange locations at Olive Street, Malaga Road (High Occupancy Vehicles only) Riverside Drive (partial interchange), and Horsethief Canyon Road (partial interchange).

- Extension of Railroad Canyon Road (Diamond Drive), Malaga Road, Summer Hill Drive and Franklin Street to serve the Lake Management Plan area on the east side of the lake.

- Improvement of Collier Avenue as a frontage road along the southwest side of the I-15 Freeway with various classifications from Pottery Street to Nichols Road.

- Freeway overcrossings (without ramps) at Chaney

Street, Franklin Street, Summer Hill Drive, Malaga Road, and Lemon Street to relieve traffic congestion on State Route 74 (Central Street) and Railroad Canyon Road.

- Designation of Ramsgate Drive Extension as a Major roadway from Nichols Road to State Route 74 (Central Street).

- Extension of Malaga Road, as a Secondary, east of Grape Street to Cottonwood Hills Road.

It is important to note that analysis results of the area build-out traffic forecasts indicate that several segments of the Circulation Element roadway network would still be subject to Level of Service E or worse operating conditions during peak traffic periods. Key roadway segments anticipated to experience congestion problems when development conditions approach build-out include those listed below.

a. Urban Arterial Segments:

- Lake Street from the Interstate 15 freeway to Lakeshore Drive.

- Nichols Road from Horsethief Canyon Road to El Toro Road.

- Grand Avenue from Riverside Drive to Corydon Street.

- Riverside Drive from Lakeshore Drive to the Interstate 15 freeway.

- Collier Avenue from Riverside Drive to Central Street (State Route 74).

- Central Street (State Route 74) from Collier Avenue to Riverside Street.

- Lakeshore Drive from Riverside Drive to Graham Avenue.

- Lakeshore Drive from Main Street to Bundy Canyon Road extension.
- Railroad Canyon Road from Mission Trail to Canyon Lake Drive.
- Bundy Canyon Road from the Interstate 15 freeway to Lost Road and between Corydon Street and Mission Trail.
- Clinton Keith Road from the Interstate 15 freeway to Cottonwood Canyon Road.

b. Major Roadway Segments:

- Indian Truck Trail from De Palma Road to Horsethief Canyon Road.
- Temescal Canyon Road from Horsethief Canyon Road to Lake Street.
- Grand Avenue from Lincoln Street to Lakeshore Drive.
- Machado Street from Lincoln Street to Lakeshore Drive.
- Collier Avenue immediately west of Riverside Drive and between Central Street and Pottery Street.
- Pottery Street from Collier Avenue to Franklin Street.
- Casino Drive from Franklin Street to Railroad Canyon Road/Diamond Drive.
- Dexter Avenue from Riverside Drive to Central Street.
- Camino Del Norte from Central Street to

Main Street.

- Cottonwood Hills Road from Railroad Canyon Road to east of Cottonwood Canyon Road.

- Baxter Road in the vicinity of Lost Road and Clinton Keith Road.

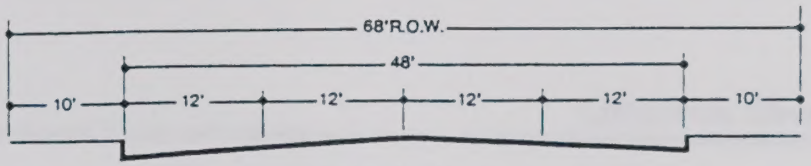
It should be noted that both of the Urban Arterial and Major roadway cross-sections (discussed below) are of sufficient width to allow for the addition of one lane in each direction, without the need for additional right-of-way, if determined to be needed in the future. As such, the projected congestion levels at build-out could largely be mitigated through the selective widening of roadways if and when the projected traffic flows are realized.

3. FUNCTIONAL CLASSIFICATIONS

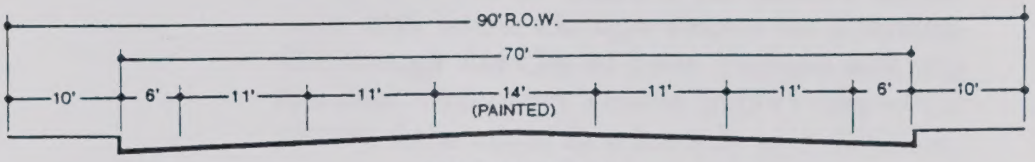
The classification of a roadway is intended to establish its function or role in the overall circulation system. It establishes the hierarchy of streets in terms of their purpose in relation to movement of through traffic versus provision of access to adjacent land uses.

The hierarchy of roadway classifications ranges from freeways, with full control of access, grade-separated interchanges, high speed/high volume traffic, emphasis on longer distance and intercity travel, to local streets, with unlimited access to fronting properties, low speed/low volume traffic, emphasis on multi-purpose use of the paved street section for travel, parking, pedestrian, and bicycle activity.

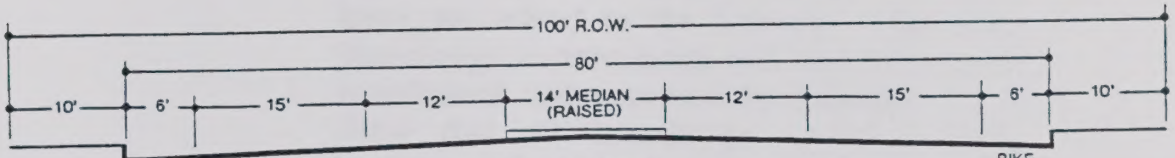
The following functional design guidelines are recommended for roadway classifications designated on the Lake Elsinore Circulation Element Roadway Classification Map. Exhibit VIII-4 illustrates the recommended typical cross-sections for Circulation Element roadways other than freeways.



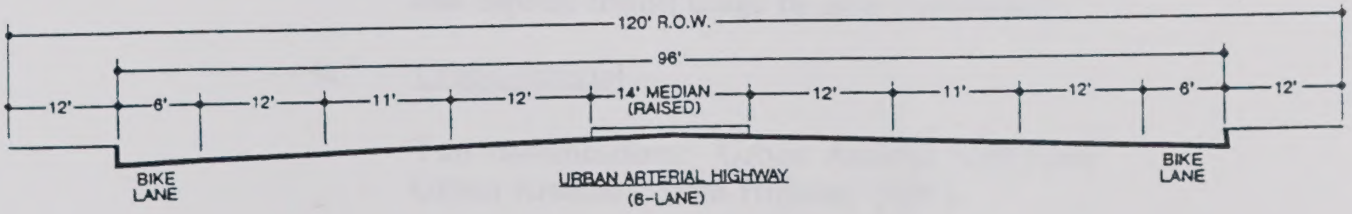
COLLECTOR HIGHWAY
(2-LANE)



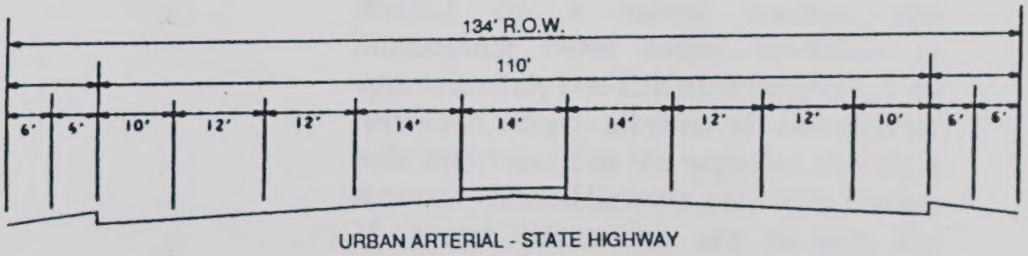
SECONDARY HIGHWAY
(4-LANE)



MAJOR HIGHWAY
(4-LANE)



URBAN ARTERIAL HIGHWAY
(6-LANE)



URBAN ARTERIAL - STATE HIGHWAY
(6-LANE)

CIRCULATION ELEMENT ROADWAY CROSS-SECTIONS
CITY OF LAKE ELSINORE

a. Freeway

Interstate 15 freeway design standards are dictated by Caltrans District 8. The ultimate facility planned by Caltrans (as defined in the Year 2010 Route Concept Report for Interstate 15) through the City of Lake Elsinore will add one High Occupancy Vehicle (HOV) lane to the current three mixed flow lanes in each direction.

The proposed interchange at Malaga Road has received tentative approval by Caltrans as an exclusive HOV interchange and should be implemented at the same time that the HOV lanes are added to the freeway. The other interchange improvements will also need to be coordinated and approved by Caltrans. It is likely that all interchange on-ramps along Interstate 15 within the city will be subject to peak period ramp metering within the next ten years. The city should support the concurrent implementation of HOV bypass lanes at the ramps (where possible) to promote ride sharing and express transit usage by area commuters.

b. Urban Arterial

Two classifications: Urban Arterial (120') and Urban Arterial - State Highway (134').

- Six-lane highways with access limitations, divided by a raised median and intersecting other major roadways at approximately one-half mile intervals, with restricted access allowed at one-quarter mile intervals. For the segment of Urban Arterial - State Highway east of Interstate 15 access limitations are as per the Memorandum of Understanding (MOU) with Caltrans.

- Urban Arterial highways are expected to

carry a large amount of traffic between Lake Elsinore, adjacent communities, and the freeway system.

- Striped for six lanes (three lanes in each direction) with medians and shoulders, where right-of-way permits, and turn lanes at intersections. The rights-of-way designated for the Urban Arterial and Urban Arterial - State Highway classifications can accommodate four lanes in each direction if determined necessary to serve long-range traffic needs.

- Traffic carrying capacities of 50,000 to 60,000 vehicles per day (at Level of Service D) can be achieved depending on the degree of access control and peak period traffic loadings (e.g. directional volume split and duration of peak periods).

- Direct access to and from individual residential properties is prohibited.

The Roadway Classification Map designates the following streets as Urban Arterial:

- Lake Street from Interstate 15 to Nichols Road.

- Lake Street from Nichols Road to Lakeshore Drive.

- Grand Avenue from Machado Street to Bryant Street.

- Riverside Drive from Grand Avenue to Interstate 15.

- Collier Avenue from Riverside Drive to Central Street.

- Central Street (State Route 74) from Collier Avenue to Interstate 15.
- Nichols Road from Horsethief Canyon Road to El Toro Road.
- Lakeshore Drive from Lake Street to Graham Avenue.
- Lakeshore Drive from Main Street to Railroad Canyon Road.
- Riverside Drive from Collier Avenue to Interstate 15.
- Railroad Canyon Road from immediately south of Mission Trail north and east to the city limit.
- Bundy Canyon Road from Lakeshore Drive to Cottonwood Canyon Road.
- Mission Trail from Railroad Canyon Road to Walnut Street.
- Lost Road from Lemon Street to Bundy Canyon Road.
- Ortega Highway (State Route 74) from Grand Avenue to approximately Laguna Avenue.
- Clinton Keith Road east of Interstate 15.

With respect to the above Urban Arterials, Caltrans has identified a future need to provide a 134' right-of-way section (Urban Arterial - State Highway) for the continuation of State Route 74 through the city from Interstate 15 west to Ortega Highway, including Central Street from the I-15 Freeway to Collier Avenue; Collier Avenue from Central Street to Riverside Drive; Riverside

Drive from Collier Avenue past Lakeshore Drive to Grand Avenue; Grand Avenue from Riverside Drive to Ortega Highway, and Ortega Highway from Grand Avenue to approximately Laguna Avenue. In response to future demands (year 2010+), an amendment to the Circulation Element and additional right-of-way dedication along these roadway segments may be required. Until then, however, development will continue to be subject to Caltrans' Encroachment Permit review process based on the Urban Arterial-State Highway Right-of-Way (134') and access criteria.

The Roadway Classification Map designates Central Street (State Route 74) from Interstate 15 east to Ethanac Road as an Urban Arterial - State Highway consistent with the Caltrans MOU.

c. Major

- A four-lane highway with access limitations, divided by a raised or striped median and intersecting other major roadways at approximately one-quarter mile intervals.

- The minimum spacing of access driveways serving commercial properties with frontage on a Major shall be 1/8-mile (660 feet) .

- As a type of high volume community facility, major highways are expected to serve as important travel corridors within the city and sphere.

- Striped for two lanes in each direction, with median and left-turn lanes at intersections, the designated 80-foot curb to curb width could accommodate three lanes in each direction if determined necessary to serve long-range traffic needs.

- Traffic carrying capacities of 32,000 to 42,000 vehicles per day (at Level of Service D) can be achieved depending on the degree of access control and peak period traffic loadings.

- Direct access to and from individual residential properties is prohibited.

The Roadway Classification Map designates the following streets as Major:

- Grand Avenue from Machado Street to Lakeshore Drive.

- Lincoln Street from Lake Street to Riverside Drive.

- Ortega Highway (State Route 74) south of approximately Laguna Avenue.

- Temescal Canyon Road west of Lake Street.

- Horsethief Canyon Road immediately south of Temescal Canyon Road.

- Indian Truck Trail from Temescal Canyon Road to Horsethief Canyon Road.

- Estella Mountain Road immediately north of Interstate 15.

- Collier Avenue from Nichols Road to Riverside Drive and from Central Street to Strickland Avenue extension.

- El Toro Road from Nichols Road to State Route 74.

- Machado Street from Lincoln Street to Lakeshore Drive.

- Central Street from Strickland Avenue to Collier Avenue.
- Chaney Street from Interstate 15 to Lakeshore Drive.
- Strickland Avenue from Riverside Drive to Main Street.
- Pottery Street from Main Street to Franklin Street.
- Casino Drive from Franklin Street to Malaga Road.
- Graham Avenue from Lakeshore Drive to Main Street.
- Lakeshore Drive from Graham Avenue to Main Street.
- Dexter Avenue from Nichols Road to Central Street.
- Riverside Drive from Dexter Avenue to Interstate 15.
- Camino Del Norte from Central Street to Main Street.
- Ramsgate Drive extension from Central Street to Nichols Road.
- Riverside Street from State Route 74 to Steele Valley Road.
- Nichols Road from El Toro Road to Steele Valley Road.
- Ethanac Road east of Steele Valley Road.
- Franklin Street from Bella Vista

(Collector) to Lakeshore Drive.

- Summer Hill Drive from Franklin Street to Camino Del Norte.
- Grape Street from Summer Hill Drive to Lemon Street.
- Malaga Road from Diamond Drive to Grape Street.
- Diamond Drive from Bundy Canyon Road extension to immediately south of Mission Trail.
- Olive Street from Mission Trail to Grape Street.
- Stoneman Street from Grand Avenue to Bundy Canyon Road extension.
- Lemon Street from Mission Trail to Lost Road.
- Corydon Street from Grand Avenue to Mission Trail.
- Lost Road from Lemon Street to Cottonwood Hills Road.
- Cottonwood Hills Road east of Railroad Canyon Road.
- Bundy Canyon Road west of Cottonwood Canyon Road.
- Cottonwood Canyon Road from Bundy Canyon Road to Clinton Keith Road.
- Baxter Road from immediately east of Interstate 15 to immediately north of Clinton Keith Road.

- Orange Street south of Bundy Canyon Road.
- Inland Valley Drive from Clinton Keith Road to Prielipp Road.
- Prielipp Road from Inland Valley Drive to Elizabeth Lane.

d. Secondary

- A four-lane divided or undivided roadway and partial control of access.
- Secondary streets move moderate volumes of traffic through the community and serve as routes for locally-generated traffic to connect to arterial and Major streets. They serve as access routes for local residents to reach activity areas in the city and may also provide direct access to commercial properties.
- Striped for two lanes in each direction, including a striped median (for a continuous 2-way left-turn lane), with allowances for bike lanes where required and left-turn lanes at major intersections.
- Traffic carrying capacities of 27,000 to 35,000 vehicles per day can be achieved depending on the degree of access control and peak period traffic loadings.
- A modified right-of-way may be utilized where features limit the available right-of-way.
- Direct access to and from individual residential properties is prohibited.

The Roadway Classification Map designates the

following streets as Secondary:

- De Palma Road from Temescal Canyon Road to Horsethief Canyon Road.
- Horsethief Canyon Road from Indian Truck Trail to immediately south of Temescal Canyon Road.
- Mountain Road from Horsethief Canyon Road to Indian Truck Trail.
- Estella Mountain Road from immediately north of Interstate 15 to the sphere of influence boundary.
- Baker Street from Lake Street to Nichols Road.
- Baker Street from Nichols Road extension to Riverside Drive.
- Terra Cotta Road from Lakeshore Drive to Nichols Road.
- Lincoln Street from Grand Avenue to Nichols Road extension.
- Running Deer Road from Lake Street to Lincoln Street extension.
- Gunnerson Street from Lakeshore Drive to Riverside Drive.
- Machado Street from Grand Avenue to Lincoln Street.
- Pasadena Avenue from Central Street to Chaney Street.
- Main Street from Lakeshore Drive to

Camino Del Norte.

- Chaney Street from Camino Del Norte to Ramsgate Drive.
- Ramsgate Drive from Central Street to Franklin Street.
- El Toro Road north of Nichols Road.
- Steele Valley Road from Ramsgate Drive to north of Ethanac Road.
- Telford Avenue from Nichols Road to State Route 74.
- River Road from State Route 74 to Theda Street.
- El Freso Road from Theda Street to Ethanac Road.
- Theda Street from River Road to Ethanac Road.
- Riverside Street from Steele Valley Road to River Road.
- Greenwald Avenue from State Route 74 to Summer Hill Drive.
- Secondary street from Riverside Street to Vacation Drive.
- Summer Hill Drive from Franklin Street to Greenwald Avenue.
- Camino Del Norte from Main Street to Summer Hill Drive.
- Malaga Road from Grape Street to Cottonwood Hills Road.

- Canyon Lake Drive from Railroad Canyon Road to Cottonwood Hills Road.
- Cottonwood Canyon Road from Cottonwood Hills Road to Bundy Canyon Road.
- Casino Drive from Malaga Road to Bundy Canyon Road.
- Lost Road from Bundy Canyon Road to Baxter Road.
- Elizabeth Lane from Clinton Keith Road to Prielipp Road.
- Palomar Street from Skylark Drive to Mission Trail.
- Skylark Drive from Grand Avenue to Palomar Street.
- Wasson Canyon Road from Chaney Street to Camino Del Norte

e. Collector

- Two-lane undivided roadway.
- Collector streets connect local streets to streets of higher classification.
- Provide one lane in each direction with allowance for curb parking where appropriate.
- Carrying capacities of 12,000 to 15,000 vehicles per day.
- Direct access to and from individual residential properties is prohibited.

The Roadway Classification Map designates the following streets as Collector:

- Collector from De Palma Road to De Palma Road.
- Gleneden Road from Indian Truck Trail to De Palma Road.
- Collector from Lake Street to Nichols Road Extension.
- Alvarado Street from Grand Avenue to Machado Street.
- Joy Street from Machado Street to Riverside Drive.
- Rostrada Avenue from Mermack Avenue to Central Street.
- Cambern Avenue from Central Street to Chaney Street.
- Sumner Avenue from Chaney Street to Main Street.
- Vacation Drive from Summer Hill Drive eastward.
- Collector from Camino Del Norte to Franklin Street.
- Ponte Russo from Steele Valley Road to Bella Vista.
- Bella Vista from Greenwald Avenue to Summer Hill Drive.
- Via Scenica from Bella Vista to Summer Hill Drive.

- Summer Hill Drive extension from Camino Del Norte to Lakeshore Drive.
- North Peak Collector from Ethanac Road to El Toro Road.
- Walnut Street from Mission Trail to Orange Street.
- Bryant Street from Grand Avenue to Mission Trail.

f. Local

- Two-lane undivided road with frequent driveway access.
- Local roads are intended to provide access to adjacent residential land uses and to feed traffic to collectors and other roads of higher classification.
- A 40-foot curb-to-curb roadway width within a 60-foot right-of-way which provides one lane in each direction, with curb parking, but not usually provided with a centerline stripe.
- Functional design capacity of between 1,500 and 1,800 vehicles per day. Design volumes exceeding 1,500 vehicles per day would require mitigation of impacts on the residential environment.
- Since Local street alignments are not typically designed or approved until the final stages of the project site development process, they are not depicted on the Circulation Element Roadway Classification Map.

4. SPECIAL STUDY/POLICY AREAS

Special study/policy designations have been applied to certain segments of the City's circulation system where, because of existing and future land use and physical constraints, it may be desirable or necessary to accommodate modified roadway design and construction standards. These areas possess unique circumstances suggesting additional focused study and possible consideration of alternative designs in response to adjacent development demands and existing/future circulation patterns. The intent is to allow flexibility and creativity in meeting immediate and near future traffic needs in the interim pending ultimate buildout of the City per the Land Use Plan and Roadway Classification Map.

Alternatives may be considered for these areas based on additional traffic studies, with modified design features subject to the approval of the City Engineer and City Council. Such features may include but not be limited to modified rights-of-way, alternative alignments, non-typical cross-sections, interim improvements and/or in lieu building setback and parking regulations, as justified by studies at the time of development application. The special study/policy area designations apply to the following roadways:

- Lakeshore Drive/Limited Avenue from Riverside Drive to the Bundy Canyon Road extension south of Main Street.

- Intersection of Limited Avenue, Lakeshore Drive and Main Street.

D. ALTERNATIVE MODES OF TRANSPORTATION

1. PUBLIC TRANSPORTATION

Public transit is an important part of the transportation environment. Not only does public transit provide added mobility to its users, but it may also increase energy efficiency by providing an alternative to high automobile costs and to traffic congestion in highly traveled areas. In some cases, public

transit provides environmental benefits, such as reduced air pollution emissions. Combining all of the above features make public transit a beneficial part of many transportation systems.

Transit routes currently serving the City of Lake Elsinore are operated by the Riverside Transit Agency (RTA). The Riverside Transit Agency operates Route 22 between downtown Riverside and Lake Elsinore seven days a week. In the Lake Elsinore area, Route 22 traverses to and from the city via State Route 74, making a loop in the downtown area.

No specific changes are proposed in the Circulation Element to the current level of public transit service to the city. The city will support improved transit services for elderly and disabled persons and will support the establishment of broader-based transit operations when demand levels warrant such a service.

2. BIKEWAYS

The bicycle route system established for the City of Lake Elsinore is shown on Exhibit VIII-5.

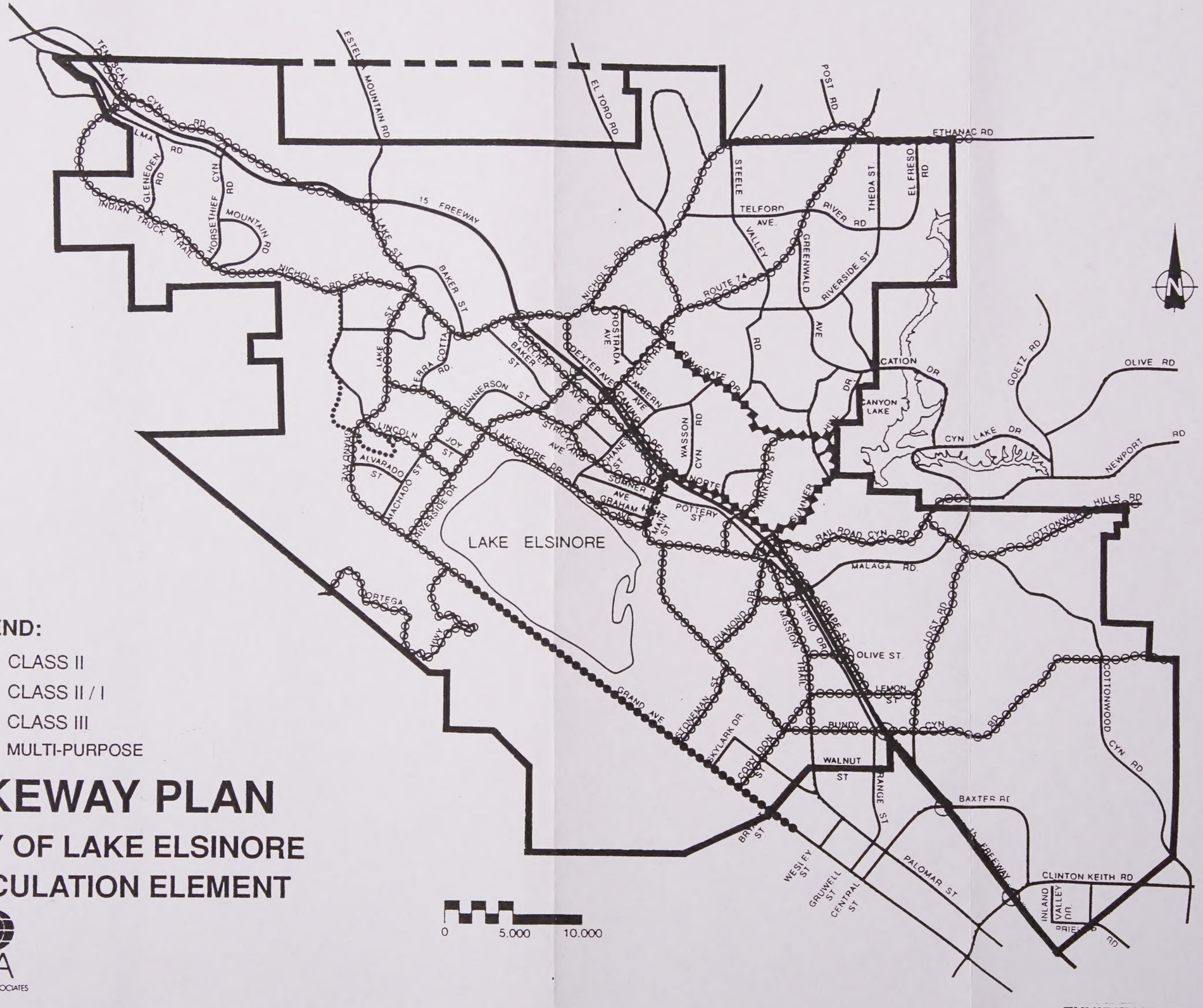
Bicycle routes within the city are classified according to the type of right-of-way or use designated for the route. The routes fall into the following classifications:

- Class I Bikeway: Bike paths or trails with a completely separated right-of-way for the exclusive use of bicycles.

- Class II Bikeway: Bike lanes which provide a restricted right-of-way for the exclusive or semi-exclusive use of bicycles with vehicle parking and cross flows by vehicles and pedestrians permitted.

- Class III Bikeway: Bike routes which provide a right-of-way designated by signs or permanent markings and are shared with pedestrians or vehicles.

- Multi-Purpose: Paths or trails available for joint



LEGEND:

- ○○○○○ CLASS II
- ●●●●● CLASS II / I
- ◆◆◆◆ CLASS III
- ••••••• MULTI-PURPOSE

BIKEWAY PLAN

CITY OF LAKE ELSINORE
CIRCULATION ELEMENT

WSA
WILBUR SMITH ASSOCIATES

EXHIBIT VIII - 5

bicycle, pedestrian and equestrian use that may or may not be separated or paved.

The Bikeway Plan delineates an extensive, continuous network of bicycle routes, with Class II bikeways as the principal mode of providing for bicycle travel through the city. A Class I, off-street bikeway is designated for Grand Avenue through the city's sphere as an alternative reflecting the county's plans for this area. The Class III bikeway (non-exclusive right-of-way) along Main Street, Camino Del Norte, Summer Hill Drive and Ramsgate Drive is delineated specifically to emphasize and facilitate the linkage of bicycle routes through the major specific plan areas east of Interstate 15 and the downtown area. The Multi-Purpose designation reflects the city's existing dedicated and proposed trail system (west end) available to equestrian, pedestrian and bicycle users. The existing segments are unpaved; future sections may or may not be paved or separated depending upon design and use requirements.

3. PEDESTRIAN ACCESS

The City of Lake Elsinore will strive to increase pedestrian accessibility by implementing the policies of the Circulation Element and Community Design Element calling for the provision of walkway/trail systems within mixed use developments, sidewalks and the installation of wheelchair ramps along new facilities and in older neighborhoods, where appropriate.

E. CIRCULATION ELEMENT IMPLEMENTATION PROGRAM

The following outlines a broad range of transportation improvement implementation strategies and programs which collectively work towards the realization of the Circulation Element goals and objectives.

1. DEVELOPMENT IMPACT MONITORING PROGRAM

The monitoring of traffic impacts associated with area development approvals is a critical program which must be implemented to ensure that the city's transportation goals are achieved. A carefully designed Development Impact Monitoring Program will provide the information necessary to:

- Ensure equitable participation by developers in the implementation of roadway improvements throughout the city;
- Update the city's short-and long-range Roadway Implementation Phasing Program;
- Annually update the city's 5-year Capital Improvement Program;
- Update the city's Transportation Facilities Funding Program;
- Assess the performance of the city's Congestion Management Program;
- Adequately respond to development impact reporting requirements identified in the Riverside County Congestion Management Program (CMP); and
- Guide future land use/development decisions.

The city's Development Impact Monitoring Program should include the following elements:

a. Traffic Impact Analysis - Individual Development Projects: These requirements should be formulated to effectively determine the impact potential of development projects on the circulation system, and define appropriate mitigation measures which adequately address

project impacts. Compliance with the Riverside County CMP currently requires that local jurisdictions use traffic impact analysis guidelines developed by Riverside County as a model for developing local guidelines. This is particularly important in the analysis of larger development projects which are likely to impact the regional CMP roadway system. The development of traffic impact analysis requirements should at the same time, recognize and establish appropriate levels of analysis for intermediate and smaller sized development projects. The findings of traffic impact studies would be reviewed by city staff to determine:

- Consistency with traffic impact analysis requirements;
- Consistency with Circulation Element goals and policies; and
- Staff recommendations regarding conditions of approval.

b. Maintenance of Lake Elsinore Build-Out Traffic Model: The city shall continue to monitor the effects of on-going development approvals on ultimate circulation system needs through its established program which requires larger development projects to assess potential traffic impacts on the city's Circulation Element through the use of the Lake Elsinore Traffic Model. This process should include, as the final step, incorporation of land uses which are ultimately approved by the City Council into the Traffic Model data base. Periodic updates of the Build-Out Traffic Model should also be conducted to incorporate the cumulative affects of smaller development project approvals which may not require a build-out analysis to be performed. Analysis of traffic forecast updates provide valuable information on the adequacy of the city's plans and the impact of land use/development decisions.

c. Consistency Review - Roadway Classification Map and Bikeway Plan: The Roadway Classification Map and Bikeway Plan will be used by the city as the basis for reviewing the roadway improvement and bicycle route needs of development within Lake Elsinore. These plans establish a consistent set of standards for right-of-way width, street paving, sidewalk/parkway areas and the provision of bicycle lanes to meet the city's goals, policies, objectives and standards for traffic movement and community design. All development projects and plan submittals affecting the city's streets and road system will be reviewed and conditioned as appropriate to ensure consistency with the Circulation Element and circulation-related implementation programs contained in the Community Design Element.

2. ROADWAY IMPLEMENTATION PHASING PROGRAM

A well coordinated roadway implementation program is critical in order to achieve the city's traffic level of service goals. This program would initially require a special study which would essentially prioritize circulation system needs for projected five, ten, and build-out development horizon years. The roadway improvement phasing study would assess both the physical infrastructure needs as well as preliminary funding needs (and potential funding sources). Once established, the Roadway Implementation Phasing Program would be reviewed and updated on an annual basis. This effort could be undertaken in conjunction with the city's annual update of the Five-Year Capital Improvement Program.

3. TRANSPORTATION FACILITIES FUNDING PROGRAM

The Transportation Facilities Funding Program would use information on transportation facility needs generated from the Roadway Implementation Phasing Program as the basis for identifying, developing, and establishing funding sources for the Five-Year Capital Improvement Program and the Ten-Year

planning horizon. It is important that a wide variety of funding sources/mechanisms be identified and investigated as early as possible. Many of the potential funding sources will require the city to posture itself carefully in order to be eligible for available funds.

The following is a partial list of transportation related funding sources/mechanisms which could be considered:

- Bridge and Major Thoroughfare Fee Program;
- Development Impact Fees (City and County/Developer);
- Integrated Financing District;
- Assessment District/Community Funding District (City & County);
- Gasoline Taxes (State, County, and Local);
- Measure A Funds (RCTC);
- Office of Traffic Safety Special Grant Funds (State/Caltrans);
- Riverside County Local Transportation Fund (RCTC);
- Traffic Signal Mitigation Fees (City);
- City Taxes;
- City Redevelopment Agency;
- Developer Reimbursement Agreements (City/Developer);
- State Highway Account;
- State Transit Assistance;
- Federal Aid Interstate Funds;
- Federal Aid Primary Funds;
- Federal Aid Urban Funds;
- Urban Mass Transit Authority Grants; and
- Intermodal Surface Transportation Efficiency Act (Federal).

4. LOCAL CONGESTION MANAGEMENT PROGRAM

The development of a strong local Congestion Management Program will play an integral part in the city's ability to achieve the traffic level of service goal (Section III). This program consists of three key elements:

1. The City of Lake Elsinore Transportation Demand Management Ordinance;

2. The identification and implementation of Transportation System Management strategies; and

3. Development/expansion of transit service.

Transportation Demand Management (also referred to as Travel Demand Management or TDM) strategies involve measures which are intended to reduce vehicle trip generation or influence when vehicle trips are made. Transportation System Management strategies involve relatively low cost facility improvements which maximize the efficiency/traffic carrying capacity of the roadway system.

The City of Lake Elsinore's TDM ordinance applies to new commercial, industrial, and mixed use developments estimated to employ 100 or more persons. The TDM ordinance requires new employment generating developments to implement applicable measures which include various features oriented towards reducing the generation of off-site vehicle trips. Also included, are off-site mitigation measures such as contributions to local Transportation System Management oriented facility improvements as well as regional TDM facilities. The TDM ordinance also includes provisions for implementation, monitoring, and enforcing the ordinance requirements.

In addition to the TDM ordinance, the city should take leadership in the formation of:

- Community based ridesharing program and commuter bicycle program for local residents; and
- Non-profit transportation management associations.

The Transportation System Management (TSM) element of the Congestion Management Program would involve the identification, prioritization, and monitoring of strategic low-cost

circulation system improvements, which would maximize the efficiency of the local roadway system and improve traffic flow. These low capital improvements could include:

- Adding turn lanes or restricting turning movements during peak traffic periods at congested intersections;
- Widening of intersection approaches to accommodate additional through movement lanes or to improve visibility;
- Restriction or elimination of curb-side parking along congested arterials;
- Implementation of one-way street or reversible lane system;
- Installation of bus turnout bays;
- Installation of "smart" signal systems;
- Pavement marking modifications/improvements; and
- Completion of "missing links" in the roadway network.

The third element of the Congestion Management Program involves a dedicated effort towards improving and expanding transit service within the community. For fixed-route service, this means:

- More frequent service;
- Broader route coverage; and
- Implementation of commuter oriented express service to regional employment centers.

Since fixed-route service operates best in a high density environment, the expansion of this service in Lake Elsinore will be limited in geographic coverage. As a result, other less conventional transit service will need to be explored. This includes:

- Subscription or dial-a-ride service for lower density residential areas;
- Targeted services which would offer limited transit service between outlying residential concentrations and the city's

commercial/employment centers;

- Shuttle or trolley service between Main Street and other activity center destinations along the Interstate-15 freeway corridor.

It is important to note that Riverside County's CMP also requires local jurisdictions to adopt and conform to transit performance standards. This conformance requirement for the City of Lake Elsinore needs to be coordinated with RCTC.

The ultimate success of Lake Elsinore's Congestion Management Program will largely be dependent on the city's commitment in implementing the local CMP program elements. Also critical to its success will be the community's understanding of the problem and their willingness to participate in the solution. Marketing and promotion should therefore be an integral part of the overall program.

5. REGIONAL COORDINATION

As reflected in many of the Circulation Element components, regional coordination is essential to successful implementation. Several of the critical roadway system improvements which will be required to adequately accommodate build-out traffic flows are currently outside the city's jurisdiction. Furthermore, the most significant of the city's long-range congestion problems are generally located at local arterial street interchanges with Interstate 15 and along State Route 74 which are regional facilities. Regional model forecasts indicate that a significant amount of the traffic using these facilities are traveling through the city. The solution to this and other regional-related traffic problems will require close coordination of traffic issues with nearby communities, Riverside County and Caltrans District 8.

Other aspects of the Circulation Element such as compliance with the requirements of Riverside County's Congestion Management Plan and SCAG's Air Quality Management Plan/Regional Mobility Plan will require a high level of cooperation with both the Riverside County Transportation Commission and SCAG in order to maintain eligibility for Measure A Program funds.

Specific coordination efforts with regional agencies include:

- Work with appropriate County and State agencies to pursue improvements to State Route 74 and Railroad Canyon Road, including improvements to I-15 Freeway interchange access; and

- Work cooperatively with Caltrans to maximize the capacity of State Route 74 (Ortega Highway, Riverside Drive, and Central Street) through the use of access controls, signal timing optimization, and installation of auxiliary turn lanes.

6. BIKEWAYS

The Circulation Element Bikeway Plan will be utilized by the city to guide implementation of the desired bicycle route system. Rights-of-way for bicycle lanes and other design and support features such as interface with bus stops, carpool lots, park sites and parking and resting facilities will be identified and conditioned as part of the project review and approval process. Through the project review process, the city will also encourage the multi-purpose use concept and provision of bicycle lanes, path or trails along all roadways and recreational corridors within Specific Plan areas and other major developments. The overall intent of the bikeway program and its goals and policies is to require provisions for bicycle travel be included as an integrated part of all developments with connections to the city-wide recreational trail and bicycle network.

As existing streets are improved and new roadways are implemented, the city will require delineation of bicycle lanes and related facilities (e.g., signage, etc.) as part of constructing the street improvements. To assist in implementing the bicycle route system, the city will actively seek state and federal assistance for the construction of bikeway improvements and related support facilities, including applications for funding available through Caltrans' Local Streets and Roads, Bicycle Lane Account (BLA) program.

Housing Element

IX. HOUSING ELEMENT
(Amended March 14, 1995)

A. INTRODUCTION

1. PURPOSE

The purpose of the Housing Element is to identify local housing problems and needs and to identify measures necessary to mitigate and alleviate these needs and problems for all economic segments of the community. Another key purpose of the Housing Element is to contribute to meeting the state housing goal as stated below:

> "The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order." (Section 65581).

Generally, statewide purposes of local Housing Elements are influenced by the legislative policy and intent of Article 10.6, Section 65581 containing the following declarations which describe the legislature's intent in enacting the most recent revisions to the Housing Element law:

> "(a) To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward the attainment of the state housing goal."
>
> "(b) To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs."
>
> "(c) Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community."

"(d) The legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs."

The Lake Elsinore Housing Element is organized to present information according to the four principal topics listed below:

- Housing Needs Assessment
- Inventory of Resources and Constraints
- Statement of Goals, Objectives and Policies
- Housing Program

The first component is the assessment of housing needs which includes an analysis of the following factors:

- Condition of the existing housing stock, including rehabilitation needs;
- Housing costs in relation to ability to pay;
- Housing needs of special groups;
- Population and employment trends and projections;
- Share of regional housing needs.

The second component is the inventory of resources and constraints which includes an assessment of the factors listed below:

- Land supply: residential acreage, availability of suitable residential sites;
- Availability and capacity of local public services and facilities;
- Residential land use and zoning controls;
- Building codes and enforcement;
- Site improvement requirements;
- Fees and other exactions required of residential developments;
- Local processing and permit procedures;
- Utilization of state and federal housing programs;
- Land costs;
- Construction costs;

- Availability of financing.

The third and fourth major components of a local Housing Element are described below:

> "A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing." (Section 65583(a)) (Emphasis added.)

> "A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state subsidy programs." (Section 65583 (a)) (Emphasis added.)

2. BACKGROUND

In 1967, a Housing Element became the third mandated part of a general plan. During the ensuring 15 years numerous revisions were made to the required contents of community Housing Elements. In 1981, Article 10.6 of the Government Code was enacted and now describes the content requirements of local Housing Elements. This legislation, commonly referred to as the Roos Bill, requires that local Housing Elements include an assessment of housing needs; an inventory of resources and constraints; a statement of goals, policies and objectives; and a five-year housing program.

The Housing Element is one of seven required elements which is included in the Lake Elsinore General Plan. The Housing Element, in complying with the letter and spirit of Article 10.6, must respond to four major issues:

- What are Lake Elsinore's housing needs?
- What can the city realistically do about meeting these needs?
- What are the housing goals and policies of the city?
- What specific actions can the city take to meet housing needs?

3. AUTHORIZATION

As noted earlier, Housing Elements were mandated by legislation and enacted in 1967. In 1977, *Housing Element Guidelines* were published by the State Department of Housing and Community Development. The guidelines spelled out not only the detailed content requirements of Housing Elements but also gave the Department of Housing and Community Development a "review and approval" function over this element of the general plan. In 1981, the Roos Bill was passed, thereby enacting Article 10.6 of the Government Code. This bill, in effect, placed the guidelines into statutory language and changed the Department of Housing and Community Development's role from "review and approval" to one of "review and comment" on local Housing Elements.

The legislation also requires an update of the Housing Element every five years. Following adoption by the Lake Elsinore City Council in 1990, another revised Element would have been mandated by 1994. However, under the statutes of 1993, this timeframe has been extended to July 1996. By that time, much of the data and statistics from the 1990 Federal Census of Population and Housing will be available for the required update. The 1996 update also will need to address the progress made on achieving the goals and objectives stated in this Housing Element.

The Housing Element amendment presented herein incorporates additional information in response to state legislation and input from the State Department of Housing and Community Development since adoption by the City in 1990. Furthermore, since the Element is still in cycle, this amendment also updates the Housing Program and Quantified Objectives to indicate performance goals for the balance of the program period 1995 through mid-1996.

4. CITIZEN PARTICIPATION

The state housing law encourages citizen participation of all economic segments of the community during preparation of the Housing Element. The Lake Elsinore Housing Element was prepared with a great deal of public participation as part of a comprehensive general plan update which included revisions to all of the city's elements. To guide the entire planning process a Citizen Advisory Committee was established. That committee provided input to the

Housing Element at key milestone dates, including needs assessments, goals and policies and alternative action programs. In addition to the committee efforts, the public was given the opportunity for input during the EIR review period and public hearings.

B. HOUSING NEEDS ASSESSMENT

1. INTRODUCTION

The Housing Needs Assessment encompasses the following factors:

- Analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. Such existing and projected needs shall include the locality's share of the regional housing needs. (Section 65583 (a)(1), Government Code) (Emphasis added)

- Analysis and documentation of household characteristics including level of payment compared to ability-to-pay, housing characteristics, including overcrowding, and housing stock condition. (Section 65583(a)(2) (Emphasis added)

- Analysis of any special housing needs, such as those of the handicapped, elderly, large families, farm workers, and families with female heads of household, and families and persons in need of emergency shelter. (Section 65583(a)(6) (Emphasis added)

- Analysis of opportunities for energy conservation with respect to residential development. (Section 65583(a)(7) (Emphasis added)

With the foregoing in mind, the needs assessment is presented under the following four subject headings:

- Housing Stock Condition
- Existing Housing Needs for All Income Levels

- Ability to pay
- Overcrowding
- Special housing needs

. Projected Housing Needs for All Income Levels

- Population trends
- Employment trends
- Share of regional need

. Energy Conservation in New Development

2. HOUSING STOCK CONDITION

a. Assessment

As of January 1990, Lake Elsinore had a housing stock comprising 6,644 dwelling units and a population of 15,971. Most of Lake Elsinore's housing units are single-family dwellings; the complete breakdown is listed in Table IX-1.

Table IX-1
COMPOSITION OF HOUSING STOCK
(January 1990)

	Number	Percent
Single Family		
Detached	3,618	54.5
Attached	268	4.0
Multifamily		
2-4	842	12.7
5+	1,509	22.7
Mobile homes	407	6.1
Total Units:	6,644	100.0

Source: California State Department of Finance, Housing Unit Estimates, January 1, 1990.

DEFINITIONS:

. Single-family dwellings: Single family units detached from any other house with open space on all four sides.

. Single-family attached dwellings: Single family units that are attached to other units with adjoining walls extending from ground to roof that

separate it from other adjoining structures and form a property line. Each unit has its own heating system.

- Two to four units: Units with two, three, or four housing units in one structure.
- Five or more units: Units with five or more housing units in one structure.
- Mobile homes: This includes both occupied and vacant mobile homes used for residential housing. Also included are any occupied residential units which do not fit into the other categories, such as vans, tents, and houseboats.

In 1980, the city's housing inventory included 2,518 dwelling units. Between April 1980 and January 1990, the stock has increased by 4,126 dwellings. Most of the net gain was in single-family dwellings, as noted in Table IX-2.

Table IX-2
CHANGES IN THE HOUSING SUPPLY, 1980 - 1990

	Number	Percent
Single Family	2,337	56.6
2-4	647	15.7
5+	1,061	25.7
Mobile homes	81	2.0
Total Units:	4,126	100.0

Source: 1980 Federal Census of Population and State Department of Finance, 1990.

The majority of the housing supply is owner-occupied; 44.9 percent of the stock in 1980 was renter-occupied versus 55.1 percent as owner-occupied. Listed below is the tenure by housing type expressed in percentage terms.

Table IX-3
OWNER/RENTER RATIOS BY HOUSING TYPE

	# Owner	% Owner	# Renter	% Renter	Total
One Unit	1,066	68.8	483	31.2	1,549
Duplex 13	13	12.4	92	87.6	105
Triplex, Fourplex	4	4.4	86	95.6	90
5+ Units	52	11.6	396	88.4	448
Mobile homes	253	77.6	73	22.4	326
Total	1,388	55.1	1,130	44.9	2,518

Source: 1980 Census of Population

Since 1980, the State Department of Finance estimates that 4,126 housing units have been added to Lake Elsinore's housing supply. As of January 1990, the city had 5,742 households (occupied housing units) and a vacancy rate of 13.6 percent. The current tenure mix is difficult to estimate, particularly because of the number of multifamily housing units (1,708) added to the stock during the past decade. If most of these dwellings were intended for owner-occupancy, the owner ratios would have increased during the past ten years.

In 1980, about one-third of the housing stock was more than 40 years old, a percentage figure that would indicate a relatively high level of housing improvements. The overall proportion of substandard housing probably declined since 1980 because of the large number of housing units added during the past decade. Based on available 1980 census data, the existence of substandard housing was not extensive. For instance, there were only 14 housing units lacking complete plumbing facilities.

3. HOUSING ASSISTANCE AND SPECIAL NEEDS

The housing needs of Lake Elsinore's households are presented in two ways:

- Housing Assistance Needs
- Special Housing Needs

An assessment of housing assistance needs includes the following:

- Analysis and documentation of household characteristics, including level of payment compared to ability to pay... (Section 65583(a)(2)) (Emphasis added)

- ...a quantification of the locality's existing and projected housing needs for all income levels. (Section 65583(a)(1) (Emphasis added)

Under present law, a Housing Element also must include an analysis of special housing needs. These needs refer to households having atypical characteristics, eg., the handicapped, elderly, large families, farm workers, female head of households, and families and persons in need of emergency shelter. Overcrowded households fall within the intent of the special housing needs analysis and must be included in the needs assessment.

a. Housing Assistance Needs

California housing law requires regional planning agencies to identify existing and future housing needs every five years. The Southern California Association of Governments is the regional planning agency responsible for estimating the existing and future needs numbers for the cities in the six-county area encompassed by Ventura, Los Angeles, San Bernardino, Riverside, Orange, and Imperial Counties. In 1983, the need figures were contained in a report known as the Regional Housing Allocation Model; in 1988 the same planning tool has been re-named to Regional Housing Needs Assessment.

In the 1988 Regional Housing Needs Assessment (RHNA), existing need is defined as the number of resident lower income households paying 30 percent or more of their income for housing. Previously, the same definition had been used in the 1983 Regional Housing Allocation Model (RHAM). The 1980 federal census was the primary data source for both the 1983 RHAM and 1988 RHNA.

According to the RHNA, there are 1,300 resident lower income households paying 30 percent or more of their income on housing costs. This number equals 27.6 percent of Lake Elsinore's total resident households. The income and tenure distribution of these 1,300 lower income households is listed in Table IX-4.

Table IX-4
EXISTING HOUSING NEED BY INCOME AND TENURE (1987)

	Households		
	Owner	Renter	Total
Very Low Income (0-5% of median income)	155	727	882
Low Income (50-80% of median income)	136	282	418
Total	**291**	**1,009**	**1,300**

Source: Southern California Association of Governments, *1988 Regional Housing Needs Assessment for Southern California*, Table 3: Existing Need, June 1988.

b. Special Housing Needs

The State Department of Housing and Community Development has explained how special housing needs differ from other housing needs in the following terms:

> "Special housing needs are those associated with relatively unusual occupational or demographic groups, such as farmworkers or large families, or those which call for unusual program responses, such as preservation of residential hotels or the development of four-bedroom apartments."[1]

1) Handicapped Households

Households with one or more members who have physical handicaps sometimes require special

[1] State Department of Housing and Community Development, "Housing Element Questions and Answers" (March 1984).

design features in the housing they occupy. Some, but certainly not all, handicapped households also have housing assistance needs. The focus of handicapped households as a special need segment is primarily on their number and economic situation.

The needs and problems of the disabled and handicapped population have been described as follows:

> "The major housing problems of disabled people are the lack of affordable accommodations and inadequate accessibility to newly built or existing housing. These basic problems are caused by a variety of factors: a) subtle, or not so subtle, discrimination; b) lack of understanding and sensitivity to the needs of the disabled; c) lack of financial resources and incentives available to those who want to make their buildings accessible and; d) lack of knowledge as to how accessibility can be improved.
>
> General solutions include: a) public recognition and commitment to correcting the problems; b) education of and dissemination of information to the public and building owners; c) modifications to existing codes and regulations; d) enforcement of existing laws and regulations; and e) increased financial assistance for housing programs."[2]

With respect to handicapped households, the 1980 census contains data on persons who have physical disabilities that are work and/or public

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[2] The Center for Independent Living, Inc., Berkeley and the Northern Section, Cal Chapter of the American Planning Association, *A Guidebook on the General Plan and Disabled*, June 1981.

transportation related. According to the 1980 census, there were 759 persons in Lake Elsinore with a work disability, which was defined as a physical condition that impeded a person's ability to work. Of this total, 72.2 percent of the persons with a work disability were prevented from working. There are no income data reported in the 1980 census for persons with these physical disabilities. Because of these data gaps, it is not possible to estimate the number of lower income householders with a handicapped condition that are residing in Lake Elsinore.

A current estimate of handicapped persons may be computed on the basis of 1980 percentage of persons with a work disability. This percentage was 13 percent (759 divided by 5,982). When this percentage is applied to Lake Elsinore's 1990 population of 15,971, 2,000 persons are estimated to have a work disability. This actually may overstate the situation, but it is a provisional estimate pending the availability of 1990 census data.

2) Elderly Households

Many senior citizens have fixed incomes and experience financial difficulty in coping with rising housing costs. The financial capacity for coping with increased housing costs depends heavily on tenure; that is, the owner or renter status of the elderly households. With infrequent and small increases in income and potentially large increases in housing costs, the senior renter is at a continuing disadvantage compared to the senior owner.

According to the 1980 census, there were 1,206 persons who were 65 years of age or older which represented 20.2 percent of Lake Elsinore's total population. In addition, there were 362 persons 60-64 years of age. Table IX-5 reports on the

age distribution of all persons 65+ years old in 1980.

Table IX-5
AGE DISTRIBUTION OF PERSONS 65+ (1980)

Age Group	Male	Female	Total	Percent
65-69	160	196	356	29.5
70-74	112	110	222	18.4
75-79	99	134	233	19.3
80-84	71	89	160	13.3
85+	78	157	235	19.5

Source: 1980 Census of Population

The majority of the senior citizens are women with the largest difference in the 85+ age bracket. Of the city's total number of seniors, the 1980 census reported that no seniors lived in a "home for the aged."

Most the seniors are not in the labor force and earning an income as illustrated in Table IX-6.

Table IX-6
NUMBER OF SENIORS IN THE LABOR FORCE (1980)

	Male	Female	Total	Percent
In:	6	24	30	2.5
Not in:	514	662	1,176	97.5

Source: 1980 Census of Population

The mean incomes for households in various age brackets is available from the 1980 census and are listed in Table IX-7.

Table IX-7
HOUSEHOLD INCOMES

Age of Householder	Mean Income
65+	$12,359
45-64	$15,592
25-44	$15,721
15-24	$ 6,477
Total Households:	**$13,813**

Source: 1980 Census of Population

In 1980 there were 86 persons 65 years and older whose annual income was below the official poverty level. Another housing need indicator is tenure; of the city's 810 senior households, 541 were owners and 269 were renters.

Tenure and income have a great influence on the housing needs of Lake Elsinore's seniors. As noted above, most of the city's seniors reside in owner-occupied housing which means that financial assistance programs such as the Section 8 program are unavailable to these households. The monthly owner housing costs of seniors, according to the 1980 census, are listed in Table IX-8.

Table IX-8
MONTHLY HOUSING COSTS OF SENIOR HOMEOWNERS

	Number of Households	Percent
$ Less than $100	180	57.9
$100-199	83	26.7
$200-299	19	6.1
$300+	29	9.3

Source: 1980 Census of Population

The majority of senior owner households had monthly housing costs of less than $100 in 1980, among the lowest of all households. While some of these seniors may need financial assistance, owner households typically are ineligible for

housing cost subsidies in their existing housing.

About 48 of all owner seniors households resided in homes that were 30 years old or more. These households probably could benefit from grants and below interest financing for home rehabilitation.

Rental assistance to reduce housing costs is of value to current, as well as future, senior renter households. In 1980, there were 269 senior renter households. As of January 1988, there were 45 households living in one-bedroom units who were being assisted under the provisions of the Section 8 rental assistance program. Additional rental assistance resources would benefit the balance of senior households that are overpaying and other elderly persons that may desire to shift tenure due to death of a spouse.

Since 1980, the number of households residing in Lake Elsinore has increased by 3,224 from 2,518 to 5,742, a 126 percent increase. This percentage applied to the 1980 need estimate yields a 1990 estimate of 615 senior renter households. As in previous discussions, this should be interpreted as a provisional estimate pending the availability of 1990 census information.

3) Overcrowded Households

Overcrowding is defined as housing units with 1.01 or more persons per room. In 1980, there were 214 households residing in overcrowded conditions. The distribution with respect to income group is listed in Table IX-9.

Table IX-9
INCOME DISTRIBUTION OF OVERCROWDED HOUSEHOLDS

Income Group	Number
Income below poverty	55
Income between 100 and 124% of poverty	12
Income 125% of poverty or above	147
Total Households	**214**

Source: 1980 Census of Population

An estimated 8.4 percent of all the city's households were overcrowded in 1980. This percentage, applied to the total households in 1990, yields a current estimate of 482 overcrowded households.

4) Farm Workers

Farm workers are one of seven special needs groups referenced in the state law. There were 63 Lake Elsinore residents employed in the "farming, forestry and fishing" occupations in 1980. This employment category is an indicator of farm workers and farmworker households. The distribution of the 63 workers is as follows.

Table IX-10
DISTRIBUTION OF FARMWORKERS (1980)

Farmworker	Number
Farm managers	0
Other farm workers	38
Related agriculture	25
Forestry and logging	0
Fishing, hunting and trapping	0
Total Farmworkers	**63**

Source: 1980 Census of Population

Agriculture-related workers constituted 4.2 percent of all employed residents of Lake Elsinore in 1980. This percentage may overstate current conditions as of 1990 given the changes to Lake Elsinore's economy. The farmworker need may encompass both permanent and temporary housing because some of the population employed in agriculture are likely to be full-time residents of the city.

5) Female Heads of Household

Demographic, social and economic conditions have combined to generate a demand for independent living quarters by households headed by females. Evidence from the 1980 Census of Population seems to confirm the consequences of this trend.

According to federal census data, the city of Lake Elsinore had 883 female head of households. The number of female head of households represents 34.7 percent of all the city's households as of 1980. This percentage applied to the 1990 households results in an estimated 1,992 female head of households.

The 1980 census also reported on the status of all female persons 15 years or older, as identified in Table IX-11.

Table IX-11
STATUS OF FEMALE PERSONS (1980)
(City of Lake Elsinore)

	Number	Percent
Single female	360	14.6
Married female	1,328	53.9
Divorced/separated	347	14.1
Widowed	430	17.4
	2,465	100.0

Source: 1980 Census of Population

6) Large Families

Large families are defined as households with five (5) or more persons. The most recent data available on this characteristic is from the 1980 federal census. That data indicates that 9.4 percent (N=239) of the city's total households had five or more persons. If this same ratio were applied to all the city's current number of households, there would be about 539 large-family households residing in Lake Elsinore as of January 1990 (refer to Table IX-12).

Table IX-12
HOUSEHOLD SIZE (1980)
(City of Lake Elsinore)

Number of Persons In Household	Number of Households	Percentage Distribution
1	825	32.4
2	916	36.1
3-4	563	22.1
5+	239	9.4
Total:	**2,543**	**100.0**

Source: 1980 Census of Population

7) Homeless

There are many social, economic and physical conditions which have combined to increase the homeless population throughout the State of California. In September 1984, the Governor signed Assembly Bill 2579, adding "families and persons in need of emergency shelter" to the special needs groups to be considered in each jurisdiction's Housing Element.

Estimates of homeless persons and families are difficult to compute in the manner specified for community Housing Elements. Recent amendments to Housing Element law require

local governments to plan for the provision of homeless shelters and transitional housing. As stated above, the law was expanded to require the quantification of the homeless population and an analysis of the needs of those seeking emergency shelter and transitional housing. Following is an estimate of the daily average number of those seeking emergency shelter and transitional housing and the number of single males, single females, mentally ill, and other categories which influence the type of program response needed.

The Housing Element, according to the state, also should identify adequate sites to provide emergency shelter and transitional housing to meet identified need.

In 1987, the Southern California Association of Governments (SCAG) conducted a survey of homelessness in the region. Table IX-13 lists a breakdown of estimate-ranges for the cities responding to the survey questionnaire.

Table IX-13
NUMBER OF RESPONDENTS FOR 1987 SURVEY OF HOMELESSNESS

Number of Homeless	Number of Cities
0	10
1-25	31
26-100	15
101-250	14
251-500	3
501-1,000	0
1,001+	6

Respondents were asked to break down their homeless population by subgroup where possible. In more than half the cases, the respondents did not provide estimates of subpopulations. The following is the average percentage reported by jurisdictions for each of the subgroups named.

Table IX-14
HOMELESSNESS RESPONDENTS BY SUBGROUPS

	Average Percent	Number Responses
Veterans	16.2	19
Elderly	10.1	23
Single persons	63.3	37
Persons in families	21.8	38
Mentally ill	29.1	29
Alcohol abusers	40.8	33
Substance abusers	26.9	28
Children	16.4	30

Several organizations were contacted to gather data on the homeless, including the County of Riverside Sheriff's Department, local churches, service groups, county service facilities and the Riverside Volunteer Center, the clearinghouse for service providers. The Volunteer Center uses the figure of one-quarter of one percent of the total population to estimate the homeless population in a community when other data are not available. Under this formula, there would be 32 homeless persons in Lake Elsinore.

The County of Riverside receives funds, allocated by population, from the Emergency Shelter Grant Program. The city is within the population base and is served by county facilities. The Lutheran Inn for Transition is one of several facilities allocated county funds. This facility provides temporary shelter to families with children, including 14 units containing 28 beds. The county also allocates to Horizon House, a facility that provides temporary shelter to females and children for up to 60 days. The Horizon House contains 15 beds.

The St. Vincent de Paul Help Center provides vouchers for one night's stay in a hotel in Lake Elsinore. Approximately 3-4 persons a week are served by this program. Requests for emergency

shelter are referred to St. Vincent de Paul, which receives funding from the City of Lake Elsinore. In addition, Rainbow, a coalition of groups, churches and service clubs in Lake Elsinore, was organized in 1989 to provide temporary shelter in homes and rented rooms.

The programs discussed above are estimated to meet the needs of homeless persons in the City of Lake Elsinore. With respect to adequate sites, the Land Use Element identifies the land use categories and the Zoning Ordinance provides the city with the ability to permit or conditionally permit emergency shelters and transitional housing in certain commercial and residential zoning areas. These uses would be subject to discretionary review and evaluation on a case-by-case basis similar to other permitted and conditionally permitted uses in these zones.

4. HOUSING PRODUCTION

This section of the Housing Element discusses the various factors which induce a demand for housing. The factors include a review of population and employment trends as well as the city's "share of regional housing need."

Between April 1980 and January 1990, the population of Lake Elsinore increased from 5,982 to 15,971. Table IX-15 summarizes the data on population change since 1980.

With regard to employment trends, the Southern California Association of Governments has forecast an increase of 4,074 jobs between 1984 and 2010. This level of employment expansion translates to 157 jobs per year.

Table IX-15
CITY OF LAKE ELSINORE POPULATION TRENDS (1980-1988)

Year	Population	Incremental Increase
1980	5,982	----
1981	6,137	155
1982	7,739	1,242
1983	7,945	566
1984	8,517	572
1985	9,425	908
1986	10,915	1,490
1987	12,253	1,338
1988	12,790	537
1989	15,115	2,325
1990	15,971	856

Source: U.S. Census of Population and Housing, April 1980. State Department of Finance, Population Research Unit, *Annual Population Estimates for 1981 through 1990* (as of January 1 each year).

a. Share of Regional Housing Need

1) Article 10.6 Requirements

Under Section 65584(a), regional planning agencies are responsible for determining projected housing needs for all income levels. The projected housing needs must take into consideration the following factors:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites;
- Availability of public facilities;
- Commuting patterns;
- Type and tenure of housing needs;
- Housing needs of farm workers.

In addition, the distribution of housing need, pursuant to the state Housing Element law, must

seek to avoid further "impaction" of jurisdictions with relatively high proportions of lower income households.

State legislation describes the content requirements of local Housing Elements. According to the state Housing Element legislation, "...a locality's share of the regional housing needs includes that share of the housing needs of persons at all income levels within the area significantly affected by a jurisdiction's general plan." (Section 65584(a)) In addition, according to that same section, "Each locality's share shall be determined by the appropriate councils of government consistent with the criteria" set forth by the State Department of Housing and Community Development. In the case of Lake Elsinore, this appropriate council is the Southern California Association of Governments (SCAG).

2. Southern California Association of Governments (SCAG) Criteria

a. Definition of Need

"Existing" and "future" need are identified by SCAG every five years pursuant to the authority granted in the state housing law. "Existing Need" is defined as the number of lower income households currently overpaying for housing; that is, expending thirty percent or more of income on housing costs as of January 1, 1987. "Future Need" is defined as the number of additional housing units by income level that will have to be added to each jurisdiction's housing stock from July 1, 1989 to June 30, 1994 in order to:

- Accommodate household growth;
- Compensate for demolitions and other inventory losses;
- Achieve a 1994 vacancy rate that will allow the market to operate efficiently.

b. Definition of State Income Levels

Four income levels are identified in state law that must be considered in the Future Need calculations:

- "Very Low" - less than 50 percent of the Riverside County median income
- "Low" - 51-80 percent of the median income
- "Moderate" - 81-120 percent of the median income
- "High" - more than 120 percent of the median income
- According to SCAG:[3]

> "Identification of Future Need for the higher income levels gives each jurisdiction an estimate of effective demand, or how much demand for housing there will be in the locality as a function of market forces. Future Need at the lower income levels is often largely latent demand, since such income levels, without subsidy or other assistance, are often ineffective in causing housing to be supplied." (Emphasis added)

c. Avoidance of Impaction

The state housing law requires that in allocating future housing need by income level further "impaction," or concentration of lower income households, be avoided. Cities with a percentage of lower income households higher than the regional average are called "impacted" jurisdictions. The 1988 RHNA deals with the "avoidance of impaction" criteria by allocating reduced percentages of lower income and increased percentages of middle and upper income units to impacted jurisdictions, while reversing the allocation to non-impacted cities.

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[3] Southern California Association of Governments, *Draft 1988 Regional Housing Needs Assessment*, March 1988, page 8.

d. Future Need

Future needs identifies the number of housing units (by income level) that should be added to each jurisdiction's housing stock for the program planning period. Table IX-16 indicates the RHNA projected housing needs for the City of Lake Elsinore from July 1, 1989 through mid-year 1994 (since extended to 1996). The projections indicate a need for 893 market rate housing units during the planning period. In addition, the RHNA forecasts a need for 736 housing units for very low- and low-income households. Meeting the needs of these households usually requires additional public assistance in the form of incentives, housing subsidies and financing programs.

According to SCAG:[4] "...there has been a great deal of miscommunication and misunderstanding of the true significance of these numbers. They are NOT quotas for development which cities must reach by 1994. Rather, they are an identification of regional housing need and an allocation of it by jurisdiction. ...when a jurisdiction finds in its Housing Element that the allocation is not achievable by 1994 for certain reasons explicit in the State Housing Law, it may modify these numbers in accordance with state law."

Table IX-16
REGIONAL HOUSING NEEDS ASSESSMENT
CITY OF LAKE ELSINORE
(July 1989 - June 1994)

Income Level	Number	Percentage Distribution
Very Low	257	15.8
Low	479	29.4
Moderate	366	22.5
High	527	32.3
Total	**1,629**	**100.0**

[4] Southern California Association of Governments, *1988 Regional Housing Needs Assessment for Southern California*, March 1988.

Source: Southern California Association of Governments, *1988 Regional Housing Needs Assessment for Southern California*, March 1988.

The RHNA forecasts are useful as a basis to establish "quantified objectives" for the provision of housing affordable to low and moderate income groups. Since the Housing Element cycle is still current, the affordable housing objectives for the City of Lake Elsinore are stated on the basis of production data since 1989 and reasonable expectations for the development of this housing, given the economy and other factors over the remainder of the planning program period (to mid-1996).

The City of Lake Elsinore in its annual report to the Department of Housing and Community indicated the following progress in meeting the assigned share of regional housing need for the cumulative period 1989 to July 1994:

Very Low:	29%
Low:	19%
Moderate:	91%
Above Moderate:	111%

The figures demonstrate that private market development has the capacity to satisfy the City's Moderate and above housing needs. Meeting the needs of households falling into the Low and Very Low income groups typically requires additional public assistance as indicated previously. An additional factor significantly impeding progress is attributable to recent economic decline and related constraints on the housing construction industry.

The quantified objectives for the balance of the program period are addressed in the Housing Program section.

5. ASSISTED HOUSING AT RISK OF CONVERSION

a. Introduction

Chapter 1451, Statutes of 1989, amended Section 65583 of the Government Code to require analysis and program efforts for preserving assisted housing developments by July 1992. The following components are

required to be included in a Housing Element:

- Inventory of units at risk of losing use restrictions;
- Cost analysis of preserving at-risk units versus replacing them;
- Non-profit entities capable of acquiring and managing at-risk projects;
- Potential preservation financing sources;
- Number of at-risk projects/units to be preserved;
- Program efforts to preserve units at risk of losing use restrictions.

Lake Elsinore's Housing Element was adopted prior to these changes in Housing Element law. Therefore, the adoption of these revisions amends the Housing Element to meet the "at-risk" requirements.

b. Inventory

According to the State Department of Housing and Community Development, the inventory must identify projects with affordability controls, determine potential conversion dates, and compile information on those with conversion dates within the 10-year analysis period, by each 5-year period. The 10-year analysis period is 1989-1994 and 1994-1999.

The inventory should include all multi-family low income rental units which are assisted under any of the programs listed below:

- HUD programs:
  - Section 8 Lower-Income Rental Assistance project based programs:
    - ▸ New Construction

  - ► Substantial or Moderate Rehabilitation
  - ► Loan Management Set-Aside

- Section 101 Rent Supplements
- Section 213 Cooperative Housing Insurance
- Section 221(d)(3) Below-Market-Interest-Rate Mortgage Insurance Program
- Section 236 Interest Reduction Payment Program
- Section 202 Direct Loans for Elderly or Handicapped
- Community Development Block Grant Program;

· FMHA Section 515 Rural Rental Housing Loans;
· State and local multi-family revenue bond programs;
· Redevelopment programs;
· Local in-lieu fee programs or inclusionary programs;
· Developments which obtained a density bonus and direct government assistance pursuant to Government Code Section 65916.

Units assisted by the above programs and at-risk include those:

· Eligible to change to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions; and

· Eligible within the ten-year period following the statutory adoption "due-date" of the Housing Element amendment.

The City of Lake Elsinore has no inventory of affordable housing assisted by in-lieu fees; inclusionary programs; or financially assisted density bonus units. In addition, to the City's knowledge, there exist no FmHA assisted housing units in the housing stock.

Two data sources were consulted to identify low income rental units potentially at-risk of conversion to non-low income uses:

1. California Housing Partnership Corporation,

Inventory of Federally Subsidized Low-Income, Rental Units at Risk of Conversion, 1991 update for Southern California counties.

2. California Debt Advisory Commission, Annual Summary 1991; The Use of Housing Revenue Bond Proceeds, (November 1991) 24 pgs. + Attachments and Appendices.

According to these data sources, there is one potentially "at-risk" project: the "Lakeside" apartment development consisting of 118 housing units. The source of financing was multi-family housing bonds with the Lake Elsinore Redevelopment Agency being the issuer (10-31-85 was the date of sale). Of the 118 total housing units, 26 are targeted for low income households. As of 1991, the project rent schedule was:

1-bedroom	$425
2-bedroom	$489
3-bedroom	$625

c. Multi-Family Housing Revenue Bonds

This section describes the nature of the use restrictions affecting multi-family housing revenue bonds assisted developments. The multi-family housing bond project noted previously ("Lakeside") is not "at-risk" during the first 5-year program period - 1989 to 1994. The earliest conversion date is 2000; therefore, it is "at risk" after the second program period - 1994 to 1999.

The multi-family rental housing projects financed by bonds are subject to various income restrictions for the occupants. The income restrictions vary depending upon which statutory authority was used to issue the bonds and whether or not the bonds are subject to the Federal Tax Reform Act of 1986. The bonds for the "Lakeside" project were sold prior to the restrictions imposed by the Federal Tax Reform Act of 1986.

C. INVENTORY OF RESOURCES AND CONSTRAINTS

1. INTRODUCTION

This section provides an inventory of resources and constraints relevant to addressing Lake Elsinore's housing needs. Under present law, the Housing Element must include an inventory of resources and constraints as follows:

- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.

- An analysis of potential and actual non-governmental constraints upon the maintenance, improvement or development of housing for all income levels, including the availability of financing, the price of land and cost of construction.

This section also discusses market constraints in terms of housing costs in rental housing and newly constructed dwellings.

2. INVENTORY OF RESIDENTIAL LAND

Table IX-17 indicates the inventory of land suitable for residential development including both vacant and redevelopment sites by residential density category. The land supply could yield a potential for 46,516 housing units which represents an increase of more than 38,000 above the 1990 stock. Of the total supply, over 12,000 are planned in the Medium High and High Density categories which should be adequate to address the RHNA needs.

Table IX-17
CITY OF LAKE ELSINORE LAND USE PLAN
(City Area Only Statistical Summary)

Land Use Designation	City Area Acreage	Percent of City Area	Probable City Area Development Dwelling Units
Mountainous	0	0	0
Very Low Density	1,297	5.7	389
Low Density	3,969	17.5	7,144
Low Medium Density	3,833	17.0	17,249
Medium Density	1,047	4.6	9,423
Medium High Density	438	1.9	6,570
High Density	335	1.5	5,741
			46,516

Source: 1990 Land Use Element, Lake Elsinore General Plan

There are infrastructure constraints at Country Club Heights and the Avenues (north of Lakeshore, west of Railroad Canyon Roads). The Country Club Heights has both water and sewer constraints because there are no sewer lines and the lots are on septic tanks. Although sewer plant capacity (Elsinore Valley Municipal Water District) is not an issue, the lines are undersized and there is low water pressure.

Another development constraint in this area is the number of 5,000 square foot lots. Because the topography is hilly, it is almost impossible to develop without consolidating two or three lots. These lots were recorded around the 1930's but little development has occurred due to the hilly terrain. The Avenues area is served by the Elsinore Valley Municipal Water District. There are no major water problems, but sewer constraints exist as there are no sewer lines and the lots are on septic tanks.

There are unimproved roadways throughout the older portions of the city such as the downtown area and in Country Club Heights. The dirt roads cause flooding problems in rainy weather and there is needed street improvements. There is also flooding adjacent to the lake and the Temescal Wash.

3. GOVERNMENTAL CONSTRAINTS

Section 65583(a)(4) of the Government Code states that the Housing Element must contain an analysis of potential and actual government constraints upon the maintenance, improvement or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers and local processing/permit procedures. Ordinances must be reviewed to determine whether performance would be inhibited. This section evaluates whether city policies and practices deter the maintenance and improvement of existing housing stock.

a. Land Use Controls

Seven residential land use categories are incorporated into the General Plan Land Use Element. These categories are defined below in terms of character of development, density and population per acre.

1) Mountainous (1 dwelling unit/10 acres maximum)

This designation is intended for residential development in areas containing steep slopes, rugged terrain, limited or no access, and limited public services and utilities. Residential uses would be characterized by large rural estate lots, with significant permanent open space areas. This designation has primarily been applied in the mountainous terrain within the sphere of influence. The population density for this category would be approximately 2.8 persons per ten acres based on an average household size of 2.8 persons per dwelling unit.

2) Very Low Density (.5 dwelling units/acre maximum)

This designation is intended for residential development in a rural setting and is characterized by single family homes on one-half acre or larger lots. Clustered single family development is also

intended within this category. The population density for this category could be as high as 1.4 persons per acre, assuming an average household size of 2.8 persons per dwelling unit.

3) Low Density (3 dwelling units/acre maximum)

This designation is for quality single family homes in either standard subdivision form or innovative designs. Low density has been located in some areas where services are not immediately available but can be extended without causing substantial over-extension of facilities. The population density within this category could be as high as 8.4 persons per acre, based on an average household size of 2.8 persons per unit.

4) Low Medium Density (6 dwelling units/acre)

This designation is also for quality single family homes in either standard subdivision form or innovative designs. The population density within this category could be as high as 16.8 persons per acre, based on an average household size of 2.8 persons per unit.

5) Medium Density (12 dwelling units/acre maximum)

This designation is intended for a wide range of residential development types including attached and detached single family units at the lower end of the range and multiple family units at the higher end of the density range. Typically provides a transitional buffer between Low Medium Density and High Density or Commercial and Office uses. Medium Density is located in some areas where services are not immediately available but can be extended without causing substantial over-extension of facilities. Based on an average household size of 2.8 persons per unit, the population within this category could be as

high as 33.6 persons per acre.

6) Medium High Density (18 dwelling units/acre maximum)

This designation is intended for multiple family attached units. Based on an average household size of 2.8 persons per unit, the population within this category could be as high as 50.4 persons per acre.

7) High Density (24 dwelling units/acre)

This designation is intended for multiple family attached units at the lower end of the density range and apartment or condominiums at the upper density range. Properties within this category are intended to utilize innovative site planning and design techniques to be sensitive to the character and density of surrounding residential. This category is located in close proximity to major community facilities, business centers, transit systems and required infrastructure. Assuming an average household size of 2.8 persons per unit, areas in this category could contain as many as 67.2 persons per acre.

Residential development standards for Lake Elsinore are summarized in Table IX-18. The city has seven residential zones which provide for a variety of housing types ranging from agricultural residential development on one-acre parcels to the more intensive types of housing such as apartments and mobile homes. Provisions are made for specialized housing needs such as second units in single family residential zones to meet the needs of senior residents, residential care facilities and congregate care facilities.

Conditional use permits are required for such uses to ensure neighborhood compatibility. The variety of housing types and densities permitted facilitates the development of housing to meet the diverse needs of

various age and income groups. The development standards are sufficient to ensure public health and safety without posing undue constraints to housing construction.

Table IX-18

CITY OF LAKE ELSINORE ZONING REQUIREMENTS

Zone	Residential Uses Permitted	Minimum Lot Area	Maximum Lot Coverage	Height	Density	Parking
R-R, Rural Residential	Single-family detached dwellings Residential care facilities Manufactured housing Second unit (CUP)	2 acres	20 percent	30 feet	1 d.u. per lot	2 spaces per d.u. in a garage plus 2 open spaces. Residential care - 1 space per 3 beds
R-A, Agricultural Single-Family Residential	Same as R-R zone	1/2 acre (21,780 s.f.)	25 percent	30 feet	1 d.u. per lot	Same as R-R
R-H, Hillside Single-Family Residential	Same as R-R zone	12,000 s.f.	30 percent	30 feet	1 d.u. per lot	Same as R-R
R-1, Single Family Residential	Single family detached dwellings Residential care facilities Manufactured housing 2-4 single family dwellings (CUP) Second units (CUP)	6,000 s.f. interior lots 7,700 s.f. corner lots	35 percent	30 feet	1 d.u. per lot	Same as R-R Second units - 1 space

Table IX-18 (cont'd)

R-2, Medium Density Residential	Duplexes Triplexes Multiple family dwellings Residential care facilities Condominiums (CUP) Retirement homes (CUP) Congregate care facilities (CUP)	7,260 s.f.	50 percent	30 feet	3,630 s.f. per unit	Studio and 1 bedroom units - 1 covered space and 2/3 open space per residence. 2 or more below 1 covered space and 1-1/3 open space per unit. Residential care - 1 space per 3 beds.
R-3, High Density Residential	Multi-family dwellings Single-family Residential care facilities Condominiums (CUP) Retirement homes (CUP) Congregate care facilities	7,260 s.f.	60 percent	35 feet	1,815 s.f. per unit	S.F.-same as R-R M.F.-same as above Residential care-same as above
Mobile Home Community District	Mobile homes	10 acres	0	30 feet	3,600 s.f. per mobile home	2 spaces per mobile home plus 1 recreational vehicle space for each 10 units

b. Land Use Controls - Key Findings

The city's land use controls do not impose unusual constraints on the cost or variety of housing types that

can be developed in Lake Elsinore. A summary of the key findings follows.

1) Residential land use categories: a full range of housing types and densities are permitted by both the Land Use Element and Zoning Ordinance. The Land Use Element provides for "High Density" housing at 24 dwelling units per acre to permit multifamily attached units, apartment and condominium developments. In addition, second units are permitted by conditional use permits in the single-family residential zones.

2) Property development standards: the city's development standards do not pose unusual constraints. Newer development in the city is master planned and will be frequently processed with specific plans. The minimum lot area, lot coverage and density requirements permit a variety of housing types. The R-3, high density residential zone provides for 1,815 square feet per unit. Greater densities are permitted by density bonuses and Specific Plans.

3) Parking: the requirements are adequate to meet demands - two spaces per dwelling unit; one space for second units; and one space for three beds in congregate care facilities.

In summary, the city land use controls do not pose constraints. In addition, flexibility in design, housing types and densities is possible via the Specific Plan process.

c. Building Code

The City of Lake Elsinore implements the Uniform Building Code (1985 edition), the Uniform Plumbing Code (1985 edition), Uniform Electrical Code (1987 edition) and Uniform Mechanical Code (1985).

In 1988, Lake Elsinore adopted Ordinance No. 844 pertaining to nuisance abatement. This ordinance addresses land, buildings, structures and fences which are erected in violation of zoning, or are dilapidated, unsafe, unsanitary, cluttered with weeds, debris, or abandoned machinery. The intent of the Nuisance Abatement Ordinance is to remove offensive conditions that undermine the general welfare of the community.

The Nuisance Abatement Ordinance is enforced by the code enforcement program which is both proactive and reactive. Regular field inspections are made throughout the city. Specific site inspections are also conducted on a complaint response basis. Violations concerning unsightly lots and cosmetic repairs are handled by the code enforcement officer. Structural deficiencies are referred to the Building Department. No internal inspections are made.

The greatest number of code violations occur in the central portion of the city within the four to five blocks east and west of Main Street. This area is comprised mainly of older dwellings occupied by lower income residents, many of whom are elderly. There are many absentee owners of rental housing in the city which may account for the high incidence of deferred maintenance in certain neighborhoods. Common code enforcement problems consist of trash in yard areas, inoperable vehicles, and broken boarded windows. In some areas such as Four Corners, and along Riley and Lookout, substandard structures have been added on illegally.

Twice a year, the City of Lake Elsinore and a local disposal company sponsor a cleanup program. Dumpsters are left in neighborhoods for seven days to pick up materials that are not normally accepted, ie., furniture, vehicle parts and landscape materials.

d. Processing and Permit Procedures

A schedule of fees typically associated with residential development is provided in Table IX-19. Lake Elsinore

fees are comparable to surrounding jurisdictions. Subdivision tracts usually require from 100 to 120 days to process before a recommendation is made by the Planning Commission. This time is spent in reviewing the project for environmental, design, and safety concerns. Increased Planning Department staff would not necessarily result in a shortening of the processing period. The projects require review by other county and city departments, such as Transportation, Survey, Flood Control, Environmental Health, Sheriff's and special districts as well as state departments. Often the Planning Department's review is delayed awaiting the comments of other agencies. The Planning Commission meets up to twice each month in evening sessions.

Table IX-19
PLANNING FEES

General Plan Amendment	
Less than 3.0 acres	$1,100
3.0 to 10.0 acres	$1,550
Greater than 10.0 acres	$2,150 + $5 acre
If concurrent with specific plan	$280
Specific Plan	$2,000-$10 per acre
Amendment	$1,00 + $10 per acre
Zone Change	$720
If concurrent with general plan amendment	$280
Conditional Use Permit	
For uses in an existing building or processing concurrently with Design Review	$460
For other uses	$915
Tentative Parcel Map	$310 + $9 per lot
Amendment	$250 + $5 per lot
Tentative Tract Map	$585 + $9 per lot
Amendment	$350 + $5 per lot
Variance	$650/each standard
Design Review	
Commercial and industrial projects	$515 + $80 per acre or fraction thereof over 1 acre
Amendment	$350 + $40 per acre
Residential projects	$350 + $4 per unit

Once a subdivision map is approved by the Planning Commission, it must receive the approval of the City Council. The City Council also meets twice a month in evening sessions. After a case is acted upon by the Planning Commission, it is typically acted upon by the City Council within 40 days. Following approval by the City Council, the project must go through a final map checking process, which includes verifying survey information and approving the improvement plans. This process takes six to eight weeks if maps and plans are adequate and accurate. Otherwise, the project is held until the developer or engineer makes the requested corrections.

The developer now either posts a bond for the improvements or makes the improvements. This is often a stumbling block as developers try to arrange the financing for these improvements or bonds. Tracts have taken several years to go through this process before they become recorded subdivisions and have a time limit to record from the date of approval. As a means of overcoming the potential difficulties in posting bonds, the city is open to considering alternative methods of security for subdivision improvements, such as development liens on the property, as permitted by the Subdivision Map Act and subject to City Attorney approval.

General Plan amendments can now be combined with the approval of a subdivision map and can receive approval in a similar amount of time as a subdivision only.

Zone changes, conditional use permits and variances require 10 to 12 weeks for approval with conditions. Most of this time is spent in environmental review and public hearings required before approval.

The environmental process often adds to the costs of housing by deferring decisions on projects which may have a significant impact on the environment while an evaluation of the impacts is completed. While necessary

for state mandates, this raises the costs of homes because developers must continue to make payments on loans and interest during the evaluation. Submittal of the draft EIR is required within 90 days after a notice of preparation is sent. This assures that the EIR document is produced within a reasonable time period.

A Master Environmental Assessment (MEA) has been developed for the city and its sphere of influence. This document provides developers with environmental documentation, allowing the preparation of focused EIR's and thereby reducing costs.

e. Proposition 13

Proposition 13, the property tax cut initiative passed in June 1978, has had mixed effects on the cost of new and resale housing and apartment rents. Proposition 13 has provided substantial tax benefits to homeowners who continue to own their home from pre-proposition 13 days. For these people, property taxes have decreased by approximately two-thirds. Benefits are to homeowners who retain their homes; however, future prospective homeowners and renters have benefitted very little. Proposition 13 reduced the cost of housing by lowering property taxes, but these gains were temporary at best, and now the cost increases for new and resale homes far outstrip the cost benefits from Proposition 13.

They, in fact, have had a negative net affect on the price of new homes because of increased user fees and special fees, such as sewer hook-up and school fees, initiated as income generators for these essential services. Increased user fees, increased fees for processing permits, and increased special district fees are a direct result of property tax limitations placed on jurisdictions responsible for providing services. These fees are high especially in a growth area where services are demanded to facilitate new development. As these user fees and special district fees increase, so increases the price of a new home, impacting the purchasing potential of those first entering the market, those on fixed incomes, and

those earning less than what is required to purchase homes at today's prices. The development fees for Lake Elsinore include:

- Capital Improvement Fund;
- Public Safety Impact Fee;
- School Impact Mitigation Fee.

f. Proposition 4

Proposition 4 was passed in the statewide election November 6, 1979. This initiative is designed to limit government spending to current levels. Built-in budget adjustments are permitted for jurisdictions whose population is growing, and all jurisdictions are allowed yearly budget revisions indexed to the rise or fall of the statewide personal income level.

Since the budgets for government will rise only as the income level of the state rises, those years when the inflation rate is higher than the increase in incomes, budgets will suffer a net decrease in spending power. As long as inflation outstrips the increase in income levels, a condition likely to continue, the limits on spending will turn into an actual reduction of government activity. This will require considerable reevaluation of priorities between the ability to fund new capital improvements projects versus ever-increasing loss of maintenance of existing facilities. Jurisdictions experiencing rapid development or expansion of service responsibilities will be the first to reach their appropriations limits.

4. MARKET CONSTRAINTS

Another constraint generally affecting the affordability of housing is the cost of market rate housing. To gather data on this constraint, an inventory was made of monthly apartment costs and new housing sales prices. With regard to the rental stock, the survey, which was completed by telephone, was conducted in March 1990. An inventory of apartments was completed through the usual sources of newspaper advertising, telephone book listings and other published sources. The data, which may represent only a sample, is summarized

in Table IX-20.

During the first half of 1990 a general compilation of new home sales was compiled. In comparison to Orange County prices, the cost of new housing is generally more affordable in Lake Elsinore. The prices range from $130,000 to $200,000 during the inventory period.

Table IX-20
CITY OF LAKE ELSINORE - APARTMENT HOUSING COSTS
(June 1990)

Monthly Rent	1-Bedroom	2-Bedroom	3-Bedroom	Total	Percent of Total
$350-400	16			16	2
400-449	16	16		32	4
450-499	16	16		32	4
500-549	16	171		207	28
550-599	114	212	4	330	45
600-649			17	17	2
650-699			91	91	12
700-749			5	5	0.7
750+			5	5	0.7
TOTAL:	178	435	122	735	100.0
Vacancies:	13	56	2		

Source: Apartment Housing Survey conducted by Castaneda & Associates.

5. AVAILABILITY OF FINANCING

The Home Mortgage Disclosure Act (HMDA) requires lending institutions to disclose the disposition of loan applications within any given census tract. From this data, it is possible to determine the geographic distribution of loans within the City. The City of Lake Elsinore has only two census tracts (C.T. 427.03 and C.T. 430.0).

The most recent data available is for the years 1990 and 1991. During this period neither tract was denied access to funds. A total of 475 loans were originated during these two years. A complete summary is shown in the following Table IX-21.

TABLE IX-21
CITY OF LAKE ELSINORE
DISPOSITION OF LOAN APPLICATIONS
1990 AND 1991

	1990		1991	
Disposition	C.T. 427.03	C.T. 430.0	C.T. 427.03	C.T. 430.0
Loans Originated	224	51	86	64
Loans Denied	8	7	39	19
Total Applications*	247	71	135	99

* Includes applications approved, but not accepted; applications withdrawn and files closed for incompleteness.

Source: Office of Thrift Supervision. Home Mortgage Disclosure Act data, Table 1; Disposition of Loan Applications by Location of Property and Type of Loan, 1990 and 1991 on deposit at the Central Depository, City of Riverside, City Hall.

Table construction by Castaneda & Associates.

At no time was either tract denied access to funds. In order to obtain rates of approval or denial, only those applications completely processed are considered. As can be seen from the previous table, more loans were originated in 1990 than in 1991. Table IX-22 illustrates the approval/denial rates during this two year period.

TABLE IX-22
CITY OF LAKE ELSINORE
SUMMARY OF LOAN APPLICATIONS
1990 AND 1991

1990

Disposition	C.T. 427.03	%	C.T. 430.0	%	Total	%
Loans Approved	224	96.6%	51	87.9%	275	94.8%
Loans Denied	8	3.4%	7	12.1%	15	5.2%
Total:	232	100%	58	100%	290	100%

1991

Disposition	C.T. 427.03	%	C.T. 430.0	%	Total	%
Loans Approved	86	68.8%	64	64.7%	150	72.1%
Loans Denied	39	31.2%	19	35.3%	58	27.9%
Total:	125	100%	83	100%	208	100%

In 1990, nearly 95% of the applications completely processed were approved. However, in 1991, the approval rate fell to just over 72%. Although the HMDA data does give a spatial distribution of loans, it does not consider credit worthiness of individual applications or underwriting standards. As has been the case during the past few years, standards have become more restrictive creating a nationwide credit crunch. Furthermore, the data does not consider the total number of dwellings within any given census tract. Clearly, the higher the number of units within a census tract the more likely that applications will be processed.

D. PROGRESS REPORT

Section 65588(a) of the Government Code provides that each local government shall review its Housing Element as frequently as appropriate to evaluate the following:

- "Effectiveness of the element" (Section 65588(a)(2): A comparison of the actual results of the earlier element with its goals, objectives, policies and programs. The results should be quantified where possible (eg., rehabilitation results), but may be qualitative where necessary (eg., mitigation of government constraints).

- "Progress in implementation" (Section 65583(a)(3): An analysis of the significant differences between what was projected or planned in the earlier element and what was achieved.

- "Appropriateness of goals, objectives and policies" (Section 65588(a)(1): A description of how the goals, objectives, policies and programs of the updated element incorporate what has been learned from the results of the prior element.

a. Effectiveness of Element

The City's last Housing Element was adopted in 1981. Explicit statements pertaining to goals, policies and objectives were not included in the previous housing element. A quantitative comparison is, therefore, not appropriate. The intent of the comprehensive update in

1990 was to enhance the effectiveness of the City's housing policies and programs as set forth in the Housing Element.

b. Progress in Implementation

Over the past years, housing units have been improved through repair grants and rehabilitation loans. The funding source for these improvements has been Community Development Block Grants with the City of Lake Elsinore being assisted in program implementation by the County of Riverside.

Between 1980 and 1990, the City experienced a net housing stock addition of 4,126 dwelling units. Approximately 1,000 units were further added to the stock through mid-1994, including 499 units affordable to low and moderate income groups.

In addition, as of November 1993, 92 low income households were being assisted by the Section 8 rental program. Listed below are the number of families assisted by bedroom size:

1 bedroom	51 families
2 bedrooms	29 families
3 bedrooms	11 families
4 bedrooms	1 family

c. Appropriateness of Goals, Objectives and Policies

The 1981 Housing Element did not contain concrete statements pertaining to goals, objectives and policies. With regard to planned actions, the Housing Element did reference a "housing program" that would involve two major aspects:

- Maximum utilization of federal and state housing financing and subsidy programs; and,
- Maximum use of local powers in order to conserve and create affordable housing stock through code enforcement, zoning, regulation of development process.

The general statements remain appropriate. However, as a result of the update process, this Housing Element contains a comprehensive set of specific goals, quantified objectives and policies.

E. GOALS, QUANTIFIED OBJECTIVES AND POLICIES

1. INTRODUCTION

According to Government Code Section 65583(b), a local Housing Element must include:

> "A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing."

The state housing law also requires a statement of quantified objectives on the maximum feasible number of housing units that can be constructed, conserved and maintained. This requirement has been interpreted by the State Department of Housing and Community Development as requiring statements on:

- The number of standard, affordable units the city intends to conserve in this condition;
- Numbers of housing units that will be rehabilitated during the planning program period;
- Number of housing units that will be constructed during the planning program period.

The State Department of Housing and Community Development also has advised that objectives should be established for new production in the affordable cost range. The goals, objectives and policies of the Lake Elsinore Housing Element are restated as follows:

1. GOALS

GOAL 1.0 **To provide decent housing opportunities and a satisfying living environment for residents of Lake Elsinore.**

OBJECTIVE 1.1 Achieve the construction of 1,500 new housing units during the Housing Element program

planning period (1989-1996), including approximately 400 units over the remainder of the planning period 1994-1996.

Policy 1.1.1 The city shall monitor new construction on a yearly basis and prepare annual reports for review by the City Council in order to evaluate progress on meeting housing production objectives.

Policy 1.1.2 The city shall conduct periodic market surveys to collect data on the prices and rents of housing that has been recently constructed in order to monitor progress on meeting housing needs.

OBJECTIVE 1.2 Provide an inventory of land sufficient to accommodate the "share of regional housing needs" at varying densities over the next five years.

Policy 1.2.1 The city will complete annually a survey of vacant land suitable for residential development and inform the Planning Commission and City Council and make the information available to the development community.

Policy 1.2.2 The city shall develop a complete data base dealing with new construction needs and constraints and transmit that information to the Southern California Association of Governments for the next Regional Housing Needs Assessment update.

OBJECTIVE 1.3 Provide adequate housing sites in relation to housing production needs and consistent with the Land Use Element.

Policy 1.3.1 The city shall prepare information on the availability of public services and facilities and any infrastructure constraints to residential development.

GOAL 2.0 **To conserve and improve the condition of the existing affordable housing stock.**

OBJECTIVE 2.1 Achieve the conservation of existing affordable rental housing throughout the city, including dwellings occupied by households assisted through the local State or Federal programs.

Policy 2.1.1 The city shall participate in programs to preserve the existing housing stock in sound condition and correct neighborhood conditions which cause blight and deterioration.

Policy 2.1.2 The city shall continue to use code enforcement to improve and conserve existing housing throughout Lake Elsinore neighborhoods.

Policy 2.1.3 The city shall maintain and upgrade existing neighborhood infrastructure including, but not limited to, sidewalks, parkways and waterlines.

OBJECTIVE 2.2 Maintain the existing housing stock through rehabilitation where needed, and achieve the rehabilitation of 50 dwelling units during the program planning period (1989-1996).

Policy 2.2.1 The city shall allocate a portion of the city's share of CDBG funds to the financing of housing stock improvements in the city's neighborhoods.

Policy 2.2.2 The city shall evaluate on a continuous basis additional means of meeting the city's housing conservation, maintenance and improvement goals, including the removal of governmental constraints; and utilization of State and Federal programs, as appropriate.

GOAL 3.0 To assist in the development of adequate housing to meet the needs of low and moderate income households.

OBJECTIVE 3.1 Facilitate the development of at least 30 dwelling units during the remainder of the program planning period (1994-1996) to further assist in providing the City's fair share of low and moderate

income households in accordance with Article 10.6 of the California Government Code which defines low and moderate income families and households, relative to the share of affordable housing provided elsewhere in the County.

Policy 3.1.1 The city shall facilitate the development of new housing to meet the needs of first-time buyers with two working adults and other special needs groups, as appropriate.

GOAL 4.0 **To address, and where appropriate and legally possible, constraints to the maintenance, improvement and development of housing.**

OBJECTIVE 4.1 Promote reasonable processing time and fees and encourage incentives for the provision of quality housing opportunities.

Policy 4.1.1 The city shall consider fee waivers and accelerated processing as methods of facilitating the production of affordable housing.

OBJECTIVE 4.2 Promote methods of enhancing land availability within the framework of the Land Use Element and Zoning Ordinance.

Policy 4.2.1 The city shall utilize Specific Plans and other land planning concepts to encourage a diversity of housing.

GOAL 5.0 **To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.**

OBJECTIVE 5.1 Provide residents of Lake Elsinore the opportunity to seek housing in a neighborhood of their choice.

Policy 5.1.1 The city shall coordinate with state and county agencies involved in ensuring compliance with fair housing laws.

GOAL 6.0 **To encourage the incorporation of energy conservation features in the design of all new housing development and the installation of conservation devices in existing developments.**

OBJECTIVE 6.1 Promote the conservation of scarce energy resources and reduce the community's reliance on traditional energy resources.

Policy 6.1.1 The city shall encourage the incorporation of energy conservation features in the design of all new construction, including but not limited to, thermal insulation, sealed gas lines and solar energy systems.

Policy 6.1.2 The city shall encourage the use of passive design concepts that make use of the natural climate to increase energy efficiency.

2. QUANTIFIED OBJECTIVES

State law requires that Housing Elements include a statement of the City's "quantified" objectives for the conservation, rehabilitation and construction of housing. The quantified objectives are interpreted as numerical targets which the City of Lake Elsinore would attempt to attain during the housing program planning period (1989-96). The numerical objectives also must be established by income group: very low; low; moderate; and above moderate. Table IX-23 below identifies Lake Elsinore's quantified objectives.

TABLE IX-23
CITY OF LAKE ELSINORE
QUANTIFIED OBJECTIVES (1989 - 1996)

	Program Category		
Income Group	Conservation	Rehabilitation	Construction
Very Low	92	35	84
Low	26	15	112
Moderate	0	0	520
Above Moderate	0	0	784
Total	118	50	1,500

The new construction objective includes 196 housing units affordable to low and very low income groups which reflects completion activity during the period 1989 to mid-1994 (166 units) and a reasonable expectation for development of this housing over the remainder of the program planning period 1994 to mid-1996 (30 units). Although the quantified objective for affordable housing is less than the entire need (per RHNA), the numerical target of 30 new units for the balance of the planning period is considered the maximum feasible in view of the following resource constraints and opportunities:

- Limited funding available from the state and federal housing programs.
- Limited private sector financing for multifamily residential projects.
- Slowdown in the rate of construction in the southern California marketplace, including Lake Elsinore.
- There is a possibility of affordable developments through density bonuses and inclusionary housing policies implemented in specific plans. However, there is no accurate way to project the number of housing units that could be included in a quantified objective.

F. HOUSING PROGRAM

1. INTRODUCTION

According to Section 65583(c), a local Housing Element must include a program as defined below:

> "(c) A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs where available. In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

(1) Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing, mobile homes, emergency shelters and transitional housing in order to meet the community's housing goals as identified in subdivision (b).

(2) Assist in the development of adequate housing to meet the needs of low- and moderate-income households.

(3) Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.

(4) Conserve and improve the condition of the existing affordable housing stock.

(5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color."

2. HOUSING PROGRAM

Local Housing Elements, pursuant to state law, must include a Housing Program indicating the specific actions to be implemented. The Housing Program for Lake Elsinore is presented in Table IX-24.

TABLE IX-24
CITY OF LAKE ELSINORE - HOUSING PROGRAM
1989 TO 1996

Description	Agency Responsible	Funding	Schedule	Plan Objective
Conserve/Improve Housing Stock				
Nuisance Abatement Ordinance	Code Enforcement Building Department Planning Department	General Fund	To be continued through 1996	Notice of violation
Senior Repair Program Rebates Grants Low interest loans	Planning Department Riverside County Dept. of Econ/Community Development	Community Development Block Grants	To be continued through 1996	8-10 dwelling units
Section 8 Rental Assistance Payment to make housing affordable to lower income households	Riverside County Housing Authority	U.S. Dept. of Housing and Community Development	On-going	92 assisted households (current)
Assist in the Development of Affordable Housing				
Density Bonus Provision of density bonuses for families and seniors	Planning Department City Manager's Office	General Fund	Ordinance adoption by 7-1-95	20 units/year
Potential for other State and Federal funding sources	Redevelopment Agency Planning Department City Manager's Office	State and Federal programs	On-going	Implement two state and federal housing programs to produce affordable housing
Emergency Shelter Grant Program	County of Riverside	State and Federal programs	On-going (subject to funding availability)	Existing programs and services meet the quantified need of homeless persons
Regulatory Concessions and Incentives	Planning Department City Manager's Office Redevelopment Agency	General Fund	On-going	Reduce housing costs for qualified affordable housing developments.

CITY OF LAKE ELSINORE HOUSING PROGRAM (cont'd)

Adequate Housing Sites				
1990 Land Use Element Land Use Categories Vacant Land Infill Sites	Planning Department	Department Budget	On-going	Continue to ensure an adequate supply of land to accommodate the needs indicated by the Regional Housing Needs Assessment.
Public Services and Facilities Water Sewer Storm Drains Circulation	Public Works Department Special Districts	Department Budget, Special Districts	On-going	Continued implementation of facility Master Plans and Circulation Element
Environmental Impact Reports	Planning Department	Department Budget, EIR costs	Project-by-project basis	Ensure the adequate availability and delivery of services and utilities prior to development.
Equal Housing Opportunity				
Refer all "red-lining" complaints to federal government as provided for in the Community Reinvestment Act (CRA).	Planning Department	Community Development Block Grants	On-going	Reduce discrimination in Lake Elsinore.
The city will promote fair housing practices within the city to reduce the effects of discrimination based on arbitrary factors such as race, color, religion, age, sex, family size, marital status, ancestry or national origin.	City Manager Planning Department	General Fund	Implement through planning period.	Ensure no discrimination in housing programs implemented by the city. Prepare booklet on fair housing rights obligations. Disseminate booklet to Chamber of Commerce, realtors and other related agencies.

3. PROGRAM IMPLEMENTATION OF GOALS AND POLICIES

The various housing programs described above are intended to achieve the city's identified housing goals. Action programs are included to provide decent housing opportunities; conserve and improve existing housing; assist in the development of affordable housing; remove governmental constraints; and encourage energy conservation.

The following list correlates the programs and policies incorporated in the General Plan Housing Element:

Policy	Action Programs
1.1.1 - 1.1.2 1.2.1 - 1.2.2	Adequate Housing Sites ▪ Housing Implementation System
2.1.1 - 2.1.2 2.1.3 - 2.2.1	Conserve/Improve Housing Stock ▪ Nuisance Abatement Ordinance ▪ Senior Repair Program
2.2.2	Assist in the Development of Affordable Housing ▪ Potential for other State and Federal funding sources
3.1.1	Assist in the Development of Affordable Housing ▪ Density Bonus
1.3.1	Adequate Housing Sites ▪ Public Services and Facilities
4.1.1	Assist in Development of Affordable Housing ▪ Regulatory Concessions and Incentives
4.2.1	Adequate Housing Sites ▪ 1990 Land Use Element
5.1.1	Equal Housing Opportunity ▪ 1990 Land Use Element
6.1.1 - 6.1.2	Energy Conservation Opportunities

4. SPECIFIC PROGRAM ACTIONS

ASSIST IN THE DEVELOPMENT OF AFFORDABLE HOUSING

a. Affordable Housing Density Bonus Ordinance

Program Description

Pursuant to Government Code requirements, developers of qualified projects are eligible for density bonuses and other development incentives. In order to be considered eligible, the developer must propose to construct a housing project containing at least:

1. 20% of the units available at an "affordable housing cost" or "affordable rent" for low income households; or

2. 10% of the units available at an "affordable housing cost" or "affordable rent" for very low income households; or

3. 50% of the units available at an "affordable housing cost" or "affordable rent" for very low income households, low income households, or moderate income households, or a combination of such households, in which the need of the household is a senior citizen as set forth in Civil Code Section 51.3 (c)(1).

The City will prepare and adopt an "Affordable Housing Density Bonus Ordinance". The incentives for a qualified project will include one or more of the following:

- Density bonuses of at least 25%;
- Density bonuses of more than 25%;
- Modifications to development standards (e.g., setbacks; height; minimum unit sizes; etc.);
- Fast tract processing of development plans;
- Deferral of City fees;
- Waiver of City fees;
- Waiver of school impact fees, if possible, for senior projects;
- Approval of mixed use zoning, if commercial, office, industrial or other land uses will reduce the cost of housing development and are compatible with the housing project and existing or planned development in the area where the proposed project will be located.

Responsible Agency

Staff work on the implementing ordinance will be accomplished by the City Manager, City Attorney and the Planning Department. The implementing ordinance will be considered at public hearings by the Planning Commission and City Council prior to adoption.

Implementation Schedule

The Affordable Housing Density Bonus Ordinance will be prepared and adopted by July 1, 1995.

Quantified Objective

The objective is for ordinance adoption by July 1, 1995. The numerical target for this program is 20 affordable units for Very Low and Low income households per year. Progress in the attainment of this goal will be reported in the City's Annual Progress Report to be filed with the State Department of Housing and Community Development. This report will be filed each year by October 1.

Funding Source

The General Fund can support the work of the city staff on the preparation of the implementing ordinance and Annual Progress Report.

STATE AND FEDERAL HOUSING PROGRAMS

b. Nonprofit Partnership Program

Program Description

This program involves working with a nonprofit housing corporation to develop affordable housing for Very Low and Low income households, including seniors. The city staff will work to identify one or more nonprofit housing corporations that would be interested in the development and/or rehabilitation of housing with the financial assistance of County, State or Federal funding programs.

To identify nonprofits, staff will work with the County of Riverside and Southern California Association of Nonprofit Housing Corporations. The nonprofits will be contacted by staff to gather information such as: 1) city financial and other assistance necessary to

make a project feasible; 2) appropriate site locations; 3) development schedule; and 4) prototypical development.

Responsible Agency

The staff responsible for the implementation of this program will include the City Manager, City Attorney, and Planning Department.

Implementation Schedule

The nonprofits will be identified by July 1, 1995. Thereafter, a development program will be prepared so that applications can be submitted to County, State and Federal agencies. If funding is approved, the affordable housing could be constructed by mid-year 1997.

Quantified Objective

The housing units would be targeted to Very Low and Low income households (i.e., less than 60% of the median income for Riverside County). A quantified objective has not been stated as it is unlikely that the city will be able to prepare an application, secure funding and facilitate a new construction development before mid-year 1996 (the remainder of the program planning period).

Funding Source

The General Fund will support the staff work to implement this program.

c. HOME First-Time Buyer Program

Program Description

The city will establish a First-Time Home Buyer Program in newly constructed housing. To facilitate this program, the city will seek HOME funding to assist low income, first-time home buyers.

The major objective of the HOME Program is to increase the supply of affordable housing for low income families. The program specifically defines "first-time home buyer" and requires these families to live in the property as their principal residence.

The "first-time home buyer" definition is broad and has been expanded further by the Housing and Community Development Act of 1992. Any low income household (below 80% of the area median income, as determined by HUD) that has not owned a home in the three previous years qualifies. Exceptions to the three year period are permitted for "displaced homemakers" and "single-parent households", as described in the HOME Rule (24CFR92).

HOME funds may be used for acquisition of existing properties, acquisition with rehabilitation, and new construction. The funds can be provided to an applicant to cover down payment and/or closing costs, or to acquire and/or rehabilitate a property. In these instances, the participating jurisdiction may provide assistance directly to the applicant in the form of a grant, or deferred payment loan. Funds may also be used by a participating jurisdiction to rehabilitate existing properties, or construct new units for purchase by qualified first-time home buyers.

In order to qualify, the value of the property may not exceed 95% of the median area purchase price. Additionally, the property must remain as an affordable unit for a minimum of 15 years (20 years if the unit is newly constructed) from the date HOME funds are invested in the property.

Responsible Agency

The city receives HOME funds through the County of Riverside. Therefore, the city will prepare an application for this program during the 1995-96 funding cycle. The staff involved in the preparation of the application will include the City Manager, Finance Director and Planning Department.

Implementation Schedule

The city will submit an application to the County of Riverside by mid-year 1995. If possible, the application would include participation by a nonprofit community housing development corporation (CHDO). CHDO's are allocated 15% of all HOME funds at the County and State levels.

Quantified Objective

The numerical target is 10 new, for sale units affordable to low income households. If funding is approved, the development of the

units could occur during FY 1995-96.

Funding Source

U.S. Department of Housing and Urban Development, the County of Riverside and General Fund (city staff time).

5. UTILIZATION OF THE LOW AND MODERATE INCOME HOUSING FUND

Under the Community Redevelopment Law existing in 1991, Health and Safety Code Section 33334.2, not less than 20% of all the tax increment revenues which are allocated to a Redevelopment Agency are required to be held in a separate Low and Moderate Income Housing Fund, unless certain statutory circumstances exist and appropriate findings are made by the agency. The LMIHF must be used by the Agency for the purpose of increasing, improving and preserving the community's supply of low and moderate income housing available at affordable housing cost unless the redevelopment agency makes certain annual findings.

The Lake Elsinore Redevelopment Agency made the necessary findings and has committed the tax increment funds to public facility projects. As a result, there are no set-aside monies to allocate to affordable housing projects during the program period, which ends in mid-year 1996. By FY 2000, it is anticipated that tax increment will have increased to the point that funds can be allocated to the set-aside. At that time, the Agency will consider the possibility of increasing the amount of set-aside from the minimum 20% to a higher percentage.

The Redevelopment Agency has adopted a (5-year housing implementation plan (1995-1999) pursuant to Health and Safety Code Section 33490.

G. GENERAL PLAN CONSISTENCY

1. INTERNAL CONSISTENCY DEFINED

Internal consistency, as used in California planning law, means that no policy conflict exists, either textual or diagrammatic, between the components of an otherwise complete and adequate general plan. The internal consistency requirements has five dimensions with respect to the structure and content of the general plan including:

- Equal Status Among General Plan Elements;
- Consistency Among the Element (Inter-Element Consistency);
- Consistency Within an Element (Intra-Element Consistency);
- Area Plan Consistency;
- Text and Diagram Consistency.

2. ELEMENT CONSISTENCY

The Housing Element has a short-range time horizon as compared to other elements of the general plan. Unlike other elements, the Housing Element must be continually revised. Having been prepared concurrently and amended as necessary, this Housing Element is internally consistent with all elements of the Lake Elsinore General Plan, particularly the housing-related goals and policies of the Land Use Element.

Noise Element

X. NOISE ELEMENT

A. INTRODUCTION

1. OVERVIEW

The Noise Element of a general plan is a comprehensive program for including noise control in the planning process. It is a tool for local planners to use in achieving and maintaining compatible land use with environmental noise levels. The Noise Element identifies noise sensitive land uses and noise sources, and defines areas of noise impact for the purpose of developing programs to ensure that Lake Elsinore residents will be protected from excessive noise intrusion.

The Noise Element follows the revised state guidelines in Government Code Section 653021(g) and in Section 46050.1 of the Health and Safety Code. This element quantifies the community noise environment in terms of noise exposure contours for both near and long-term levels of growth and traffic activity. The information will become a guideline for the development of land use policies to achieve compatible land uses and provide baseline levels and noise source identification for local noise ordinance enforcement.

2. ISSUE IDENTIFICATION

a. Transportation Noise Control

Within the City of Lake Elsinore are a number of transportation related noise sources including two freeways, major arterials, collector roadways, aircraft operations, as well as ultralight and power boat activity. These sources are the major contributors of noise in Lake Elsinore. Cost effective strategies to reduce their influence on the community noise environment are an essential part of the Noise Element.

b. Noise and Land Use Planning Integration

Information relative to the existing and forecast noise environment within Lake Elsinore should be integrated into future land use planning decisions. The noise

environment is presented in order that the city may include noise impact considerations in development programs.

c. Community Noise Control for Non-Transportation Noise Sources

Residential land uses and areas identified as noise sensitive must be protected from excessive noise from non-transportation sources including industrial activities and equipment. These impacts are most effectively controlled through the adoption and application of a city Noise Ordinance.

B. INVENTORY OF CURRENT AND FORECAST CONDITIONS

The following is a detailed description of the current and projected noise environment within the City of Lake Elsinore. This description of the noise environment is based on an identification of noise sources and noise sensitive land uses, a community noise measurement survey and noise contour maps.

1. SOURCES OF NOISE

The most common sources of noise in urban areas are transportation related noise sources. These include automobiles, trucks, motorcycles, railroads, and aircraft. Motor vehicle noise is of concern because it is characterized by a high number of individual events which often create a sustained noise level and its proximity to areas sensitive to noise exposure. Aircraft operations, though less frequent, may generate high noise levels that can be disruptive to human activity.

The sources of noise in Lake Elsinore fall into five basic categories. These are: freeways and principal arterials (the I-15 and Highway 74); aircraft (from Skylark Airport); major and minor arterial roadways; recreational (power boats and ultralights); and stationary sources. Each of these sources and their impacts on the noise environment of Lake Elsinore are summarized in the following paragraphs.

The Corona Freeway (I-15) runs in a northwest/southeast direction cross the city. Highway 74 orients in a east/west direction. Residences exist along both the I-15 and Highway 74. The I-15 is elevated quite a bit above the adjacent residences, which eliminates the need for sound walls in several areas. Highway 74 is generally at grade with the adjacent residences where it passes through the city and becomes Riverside Drive. No sound walls presently exist along Highway 74.

Skylark Airport is a small general aviation airstrip located in the southeastern portion of the city. Operations from this airport overfly the lake and consist primarily of small piston aircraft such as single engine Cessnas. Aircraft departures for the dirt airstrip are minimal (less than 20 per day) and do not have a significant impact on sensitive land uses within the city.

Traffic noise on surface streets is a significant source of noise within the community. The major roadways in the city include: Lakeshore Drive, Mission Trail, Grand Avenue, Central Street and Railroad Canyon Road.

In general, most of the land uses along the major roadways are residential, commercial, and industrial, with several parcels of open space zoned for similar types of development.

Recreational activities associated with Lake Elsinore include power boats and ultralight aircraft. Peak noise levels generated by these sources could periodically create annoyance at sensitive land uses around the lake.

The City of Lake Elsinore has commercial and industrial sources of noise at a number of locations throughout the city. These include commercial centers that range in size from major industrial projects to smaller developments. The city has a number of locations with residential land uses adjacent to commercial or industrial land uses. Sources of noise include air compressors, generators and outdoor loudspeakers.

2. NOISE SENSITIVE RECEPTORS

The City of Lake Elsinore has a number of noise sensitive land uses. Within the city are public and private schools, day care centers

and rest homes. The distribution of these uses varies from moderately quiet residential areas to major transportation corridors.

3. COMMUNITY NOISE MEASUREMENT SURVEY

The determination of the major noise sources and the identification of noise sensitive receptors provide the basis of developing a community noise survey. A noise measurement survey was conducted at locations which reflect the noise levels at these facilities. Each site was monitored for 15 minutes. The results of the survey and the methodology used in the measurements are summarized in the Technical Appendices.

4. COMMUNITY NOISE CONTOURS

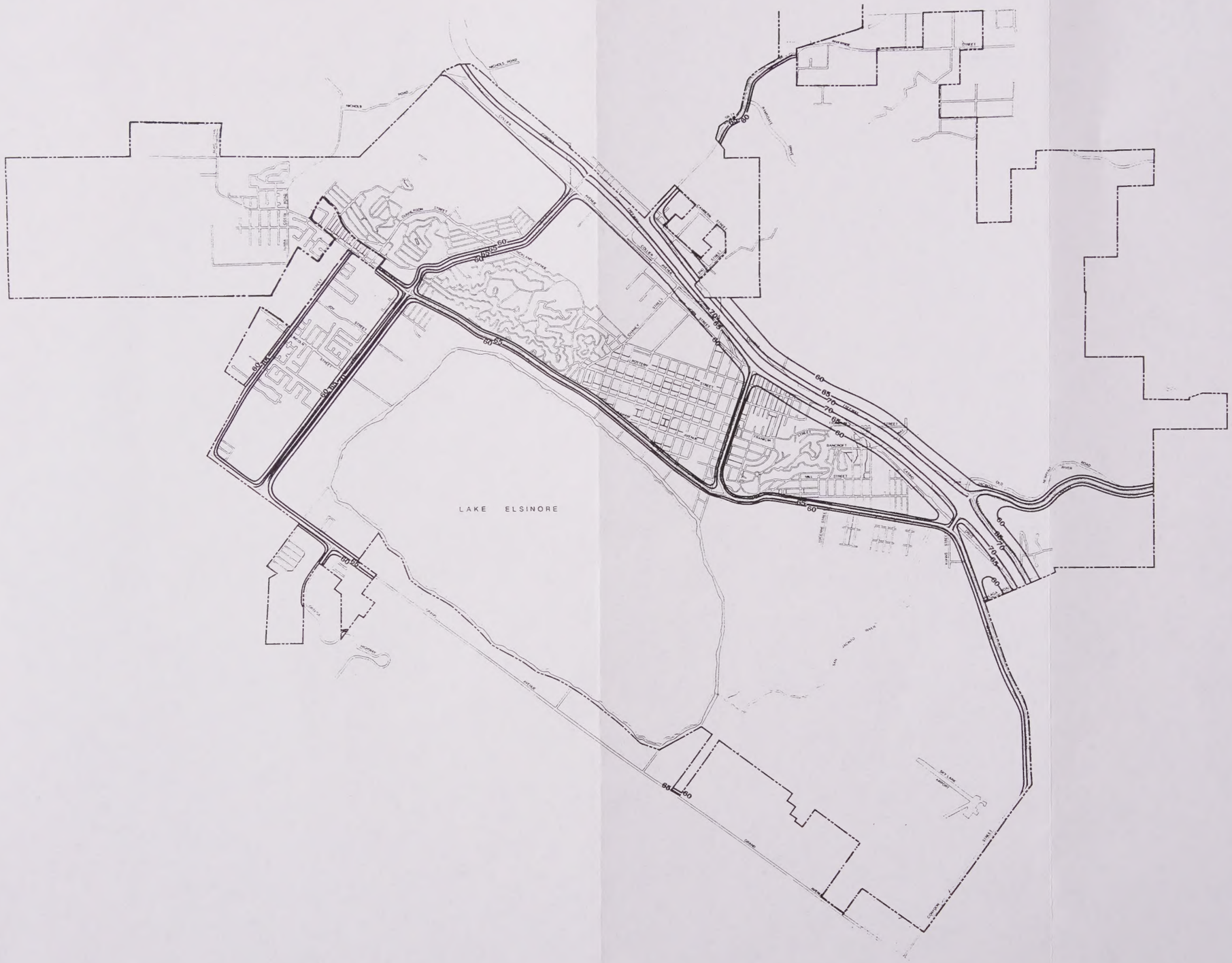
The community noise contours for the City of Lake Elsinore are presented in Exhibits X-1 and X-2 for existing 1988 and post-2010 conditions, respectively. The contours in Exhibit X-1 are based on the existing traffic volumes and other sources of noise in the community. The contours in Exhibit X-2 represent expected traffic conditions after the year 2010.

Noise contours represent lines of equal noise exposure, just as the contour lines on a topographic map are lines of equal elevation. The contours shown on the maps are the 60, 65 and 70 dB Ldn noise level. The noise contours presented should be used as a guide for land use planning. The 60 dB Ldn contour defines the Noise Referral Zone. This is the noise level for which noise considerations are included when making land use policy decisions.

Topography and intervening buildings or barriers have a very complex effect on the propagation of noise. To present a worst case estimate, the topographic effect is not included in these contours.

C. FINDINGS

The predominant noise in Lake Elsinore, as in most other communities, comes from mobile noise sources including motor vehicles. Interstate 15, Highway 74, and several arterial roadways expose portions of the city to significant noise levels, particularly in



Existing Noise Contours
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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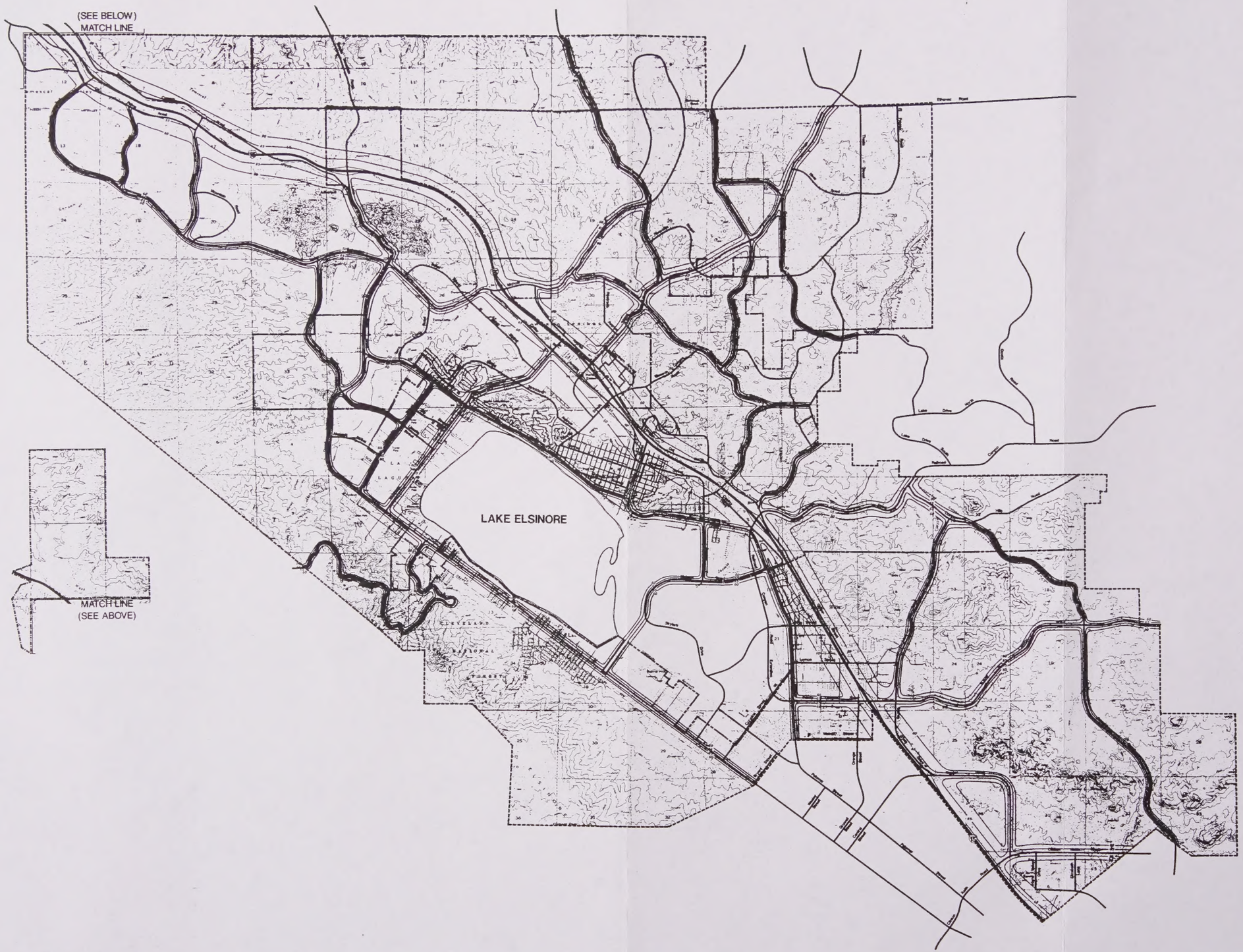
EXHIBIT X-1



Future Noise Contours
LAKE ELSINORE GENERAL PLAN
CITY OF LAKE ELSINORE

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EXHIBIT X-2

those areas directly adjacent to these sources. General aviation aircraft operations from Skylark Airport, ultralight operations over the lake, and power boats also contribute to the noise environment. The noise impacts due to planes originating from Skylark and ultralight flights are considered minimal. Noise from power boat and jet ski activity on the lake create short term peak noise impacts on nearby residential uses. Other sources of noise within the city are from non-transportation sources including industrial and commercial plants. The noise environment in Lake Elsinore is typical of a rural setting, except at locations affected by these transportation, recreational, and non-transportation noise sources.

Noise affects all types of land uses and activities, although some are more sensitive to high noise levels than others. Land uses identified as noise sensitive include residences of all types; hospitals, rest homes, convalescent hospitals, places of worship and schools. Within the city are sensitive uses such as public and private schools, day care centers and rest homes.

The noise environment for Lake Elsinore has been described using noise contours developed for the major noise sources within the city. The 60 dB Ldn contour represents the Noise Referral Zone for which any proposed noise sensitive land use within this zone should be evaluated on a project specific basis and the project may require mitigation to meet city or state (Title 25) standards. Most cities use 65 Ldn as the cut-off point for a Noise Referral Zone, and the corresponding exterior noise standard for residential and other sensitive land uses. An exterior standard of 60 Ldn has been established in order to preserve the rural, natural and desired environment of Lake Elsinore. For Lake Elsinore, the 65 Ldn contour represents zones where residential development should be discouraged without proper mitigation as part of the project.

The sources of noise in Lake Elsinore can be divided into two basic categories, transportation sources and non-transportation sources. A local government has little direct control of transportation noise at the source. State and federal agencies have the responsibility to control the noise from the source, such as vehicle noise emission levels. The most effective method the city has to mitigate transportation noise is through reducing the impact of the noise onto the community, such as noise barriers and site design review.

Mitigation through the design and construction of a noise barrier (wall, berm, or combination wall/berm) is the most common way of alleviating traffic noise impacts. The effect of a noise barrier is critically dependent on the geometry between the noise source and the receiver. A noise barrier effect occurs when the "line of sight" between the source and receiver is penetrated by the barrier. The greater the penetration the greater the noise reduction.

Noise concerns should be incorporated into land use planning to reduce future noise and land use incompatibilities. This is achieved by establishing standards and criteria that specify acceptable limits of noise for various land uses throughout the city. These criteria are designed to integrate noise considerations into land use planning to prevent noise/land use conflicts. Table X-1 presents criteria used to assess the compatibility of proposed land uses with the noise environment. These criteria are the basis for the development of specific Noise Standards. These standards, presented in Table X-2, present the recommended city policies related to land uses and acceptable noise levels. These tables are the primary tools which will allow the city to ensure integrated planning for compatibility between land uses and outdoor noise.

The most effective method to control community noise impacts from non-transportation noise sources is through the application of a community noise ordinance. The city will consider amending and adopting a new comprehensive community noise ordinance to help ensure that city residents are not exposed to excessive noise levels from non-transportation noise sources. The ordinance is designed to protect quiet residential areas from stationary noise sources. The noise levels encouraged by the ordinance would be typical of a quiet residential area.

D. NOISE ELEMENT IMPLEMENTATION PROGRAM

To achieve the goals and objectives of the Noise Element, an effective implementation program developed within the constraints of the city's financial and staffing capabilities is necessary. The underlying purpose is to reduce the number of people exposed to excessive noise and to minimize the future effect of noise in the city. The city should consider the following implementation measures to control the impacts of noise in Lake Elsinore.

Table X-1
NOISE AND LAND USE COMPATIBILITY MATRIX

LAND USE CATEGORIES		DAY-NIGHT NOISE LEVEL LDN						
CATEGORIES	USES	<55	60	65	70	75	80>	
RESIDENTIAL	Single Family, Duplex, Multiple Family	A	A	B	B	C	D	D
RESIDENTIAL	Mobile Home	A	A	B	C	C	D	D
COMMERCIAL Regional, District	Hotel, Motel, Transient Lodging	A	A	B	B	C	C	D
COMMERCIAL Regional, Village District, Special	Commercial Retail, Bank Restaurant, Movie Theatre	A	A	A	A	B	B	C
COMMERCIAL INDUSTRIAL INSTITUTIONAL	Office Building, Research and Development, Professional Offices, City Office Building	A	A	A	B	B	C	D
COMMERCIAL Recreation INSTITUTIONAL Civic Center	Amphitheatre, Concert Hall Auditorium, Meeting Hall	B	B	C	C	D	D	D
COMMERCIAL Recreation	Childrens Amusement Park, Miniature Golf Course, Go-cart Track, Equestrian Center, Sports Club	A	A	A	B	B	D	D
COMMERCIAL General, Special INDUSTRIAL INSTITUTIONAL	Automobile Service Station, Auto Dealership, Manufacturing, Warehousing, Wholesale, Utilities	A	A	A	A	B	B	B
INSTITUTIONAL General	Hospital, Church, Library Schools' Classroom	A	A	B	C	C	D	D
OPEN SPACE	Parks	A	A	A	B	C	D	D
OPEN SPACE	Golf Course, Cemeteries, Nature Centers Wildlife Reserves, Wildlife Habitat	A	A	A	A	B	C	C
AGRICULTURE	Agriculture	A	A	A	A	A	A	A

INTERPRETATION

ZONE A
CLEARLY COMPATIBLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.

ZONE B
NORMALLY COMPATIBLE

New construction or development should be undertaken only after detailed analysis of the noise reduction requirements are made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

ZONE C
NORMALLY INCOMPATIBLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.

ZONE D
CLEARLY INCOMPATIBLE

New construction or development should generally not be undertaken.

Table X-2
RECOMMENDED INTERIOR AND EXTERIOR NOISE STANDARDS

LAND USE CATEGORIES		ENERGY AVERAGE LDN	
CATEGORIES	USES	INTERIOR [1]	EXTERIOR [2]
RESIDENTIAL	Single Family, Duplex, Multiple Family	45 [3,5]	60
	Mobile Home	—	60 [4]
COMMERCIAL INSTITUTIONAL	Hotel, Motel, Transient Lodging	45 [5]	—
	Hospital, Schools' classroom	45	—
	Church, Library	45	—

INTERPRETATION

1. Indoor environment excluding: Bathrooms, toilets, closets, corridors.

2. Outdoor environment limited to:
   Private yard of single family
   Multi-family private patio or balcony which is served by a means of exit from inside.
   Mobile home Park

3. Noise level requirement with closed windows. Mechanical ventilating system or other means of natural ventilation shall be provided as of Chapter 12, Section 1205 of UBC.

4. Exterior noise level should be such that interior noise level will not exceed 45 CNEL.

5. As per California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Section T25-28

1. Transportation Noise Control: The most efficient and effective means of controlling noise from transportation systems is reducing noise at the source. However, since the city has little direct control over source noise levels because of state and federal preemption (ie., state Motor Vehicle Noise Standards and federal Air Regulations), policies should be focused on reducing the impact of the noise on the community. Cooperative efforts with state and federal offices are essential.

2. Coordinate with Caltrans for the possible future installation of freeway noise barriers along the Corona Freeway (I-15) to attenuate freeway noise effectively for existing noise sensitive land uses. Ensure the employment of noise mitigation measures in the design or improvement of arterial roadways consistent with funding capability and support efforts by the California Department of Transportation to provide for acoustical protection of existing noise sensitive land uses affected by these projects.

3. Provide for continued evaluation of truck movements and routes in the city to provide effective separation from residential or other noise sensitive land uses.

4. Encourage the enforcement of state Motor Vehicle noise standards for cars, trucks, and motorcycles through coordination with the California Highway Patrol and Police Department.

5. Any future plans to expand Skylark Airport should include an airport Master Plan to insure compatibility with surrounding land uses and future development plans in the area.

6. Noise and Land Use Planning Integration: Community noise considerations are to be incorporated into land use planning. These measures are intended to prevent future noise and land-use incompatibilities.

7. Establish standards that specify acceptable limits of noise for various land uses throughout the city. These criteria are designed to integrate noise considerations into land use planning to prevent new noise/land use conflicts. Table X-1 shows criteria used to assess the compatibility of proposed land

uses with the noise environment. These criteria are the basis for the development of specific noise standards. These standards, presented in Table X-2, define the city policies related to land uses and acceptable noise levels. These tables are the primary tools which allow the city to ensure noise integrated planning for compatibility between land uses and outdoor noise.

8. Incorporate noise reduction features during site planning to mitigate anticipated noise impacts on affected noise sensitive land uses. The noise referral zones identified in Exhibit X-2 (areas exposed to noise levels greater than 60 dB Ldn) can be used to identify locations of potential conflict. New developments will be permitted only if appropriate mitigation measures are included such that the standards contained in this Element are met.

9. Enforce the State of California Uniform Building Code that specifies that the indoor noise levels for residential living spaces not exceed 45 dB Ldn due to the combined effect of all noise sources. The state requires implementation of this standard when the outdoor noise levels exceed 60 dB Ldn. The Noise Referral Zones (60 dB Ldn) can be used to determine when this standard needs to be addressed. The Uniform Building Code (specifically, the California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Sections T25-28) requires that, "Interior community noise levels (CNEL/LDN) with windows closed, attributable to exterior sources shall not exceed an annual CNEL or LDN of 45 dB in any habitable room." The code requires that this standard be applied to all new hotels, motels, apartment houses and dwellings other than detached single-family dwellings. The city should also, as a matter of policy, apply this standard to single family dwellings.

10. Community Noise Control for Non-Transportation Noise Sources: The focus of control of noise from non-transportation sources is a community noise ordinance. The ordinance can be used to protect people from noise generated on adjacent properties. Amend and adopt a new comprehensive community noise ordinance to ensure that city residents are not exposed to excessive noise levels from stationary noise sources. A Model Noise Ordinance is contained in the Technical Appendices Report. The purpose of the ordinance is to protect people

from non-transportation related noise sources such as music, machinery and pumps and air conditioners. The ordinance does not apply to motor vehicle noise on public streets, but it does apply to vehicles on private property. The ordinance is designed to protect quiet residential areas from stationary noise sources. The noise levels encouraged by the ordinance are typical of a quiet residential area.

11. Enforce the Noise Ordinance. The most effective method to control community noise impacts from non-transportation noise sources is through application of the community noise ordinance.

12. Require that new industrial or commercial projects, to be built near existing residential land use, demonstrate compliance with the city ordinance regulations for noise prior to approval of the project.

13. Limit the hours of construction activity in residential areas in order to reduce the intrusion of noise in the early morning and late evening hours and on weekends and holidays. Hours of construction should be limited to 7 a.m. to 6 p.m. on weekdays and 8 a.m. to 5 p.m. on weekends and holidays. Ensure adequate noise control measures at all construction sites through the provision of mufflers and the physical separation of machinery maintenance areas from adjacent residential uses.

14. Designate one agency in the city to act as the noise control coordinator. This will ensure the continued operation of noise enforcement efforts of the city.

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